

SELECT  
COMMITTEE  
ON DRUGS

FINAL REPORT

ALCOHOL  
AND  
YOUTH

A Rite of  
Passage?

JUNE 1993

Select Committee on Drugs

*Committee membership:*

Mr M Moore (Presiding Member)

Mrs K Carnell

Mrs E Grassby

*Committee Secretary:*

Mr R Owens

RESOLUTION OF APPOINTMENT <sup>(1)</sup>

- (1) A select committee be appointed to inquire into and report on:
  - (a) the effectiveness of current legal and social controls on drug taking; and
  - (b) other matters relating to drugs that the Committee considers should be drawn to the attention of the Assembly.
- (2) The Committee shall consist of three members.
- (3) The Committee shall report on or before the last sitting day of June 1993.
- (4) The Committee shall have power to consider and make use of the evidence and records of the Select Committee on HIV, Illegal Drugs and Prostitution appointed during the previous Assembly.
- (5) The Committee shall be provided with the necessary staff, facilities and resources.
- (6) The foregoing provisions of this resolution, so far as they are inconsistent with the standing orders, have effect notwithstanding anything contained in the standing orders.

---

<sup>1</sup> MoP (1992), No 1, as amended MoP (1992), No 8; MoP (1992), No 35

Σωκράτη φησιν αδικειν τους τε νεους διαφθειροντα και θεους  
ους η πολις νομιζει ου νομιζοντα, ετερα δε δαιμονια καινα

*(Socrates it is said is guilty of corrupting the young and of not recognising  
the gods recognised by the city, believing in other deities.)*

*Plato, c 429 – 347 BC  
Apologia, 24b 9*

## PREFACE

This is the final report of the Select Committee on Drugs, representing, in many ways, a beginning and an end. It is an end of the inquiries of this select committee and its predecessor, the Select Committee on HIV, Illegal Drugs and Prostitution. I feel some pride, as Presiding Member, in the achievements of these two committees, in the intense work of Members who have participated and in the various support staff, particularly Ron Owens who was secretary to both committees.

It is appropriate that the final report deals with one of the two most widely used and most harmful drugs, alcohol. Our society is already working well to regulate and control the most harmful drug, tobacco, in order to reduce the harm to the individual and to society. The lessons learnt from tobacco can also be applied to alcohol and illegal drugs. The answer to reducing harm will not come with prohibition as the rule; but with restrictions and education which are both open and honest in their intent, rather than simply propaganda.

Drugs are not a new issue for Australia or any society. All societies seemed to have use some mind altering substance which formed part of their culture, and the Australian experience goes well beyond the 'Rum Rebellion'. William Dampier wrote:

*"This large and hitherto almost unknown Tract of Land is situated so very advantageously in the richest Climates of the World ... that in coasting round it which I design'd by this voyage, if possible: I could not but hope to meet with some fruitful Lands Continents or Islands, or both, productive of rich Fruits, Drugs or Spices (perhaps Minerals also &c.)"*  
*(Voyage to New Holland in the Year 1699)*

Contrary to what some have argued, drugs are not of themselves innately bad; what we hope can be achieved is that the members of our society, particularly young people, can learn to use them in a way which does no harm. There is certainly some evidence that small amounts of alcohol can be beneficial, as indeed, it can be argued, is the case with most drugs consumed in the appropriate circumstances and in the appropriate quantities.

The end of these two committees also means a time for a new beginning in terms of a change of attitude in our society.

More and more people are recognising that our approach to both licit and illicit drugs is not working to the benefit of the community. The licit drugs – because we have allowed the market to be too free; and the illicit drugs – because, in attempting to stamp out use, we have encouraged a market that is even more open than that associated with licit drugs. We are now approaching the time when it is appropriate to seek reform of all our laws on drugs which will provide for appropriate regulation and control.

With the advent of HIV; with the incredible costs to our community both in health care and in financial terms; with corruption; and with overcrowding in our prisons, we can no longer bury our heads in the sands of some forlorn hope of a drug free society.

This final report on alcohol and young people adopts the same approach as taken by the previous reports of the two committees. We have been pragmatic enough to accept that there is no chance of stopping young people from drinking alcohol, and so we seek to have them learn how to use this widespread drug to maximise the benefits and to minimise the harm.

It is my pleasure to place on the record my appreciation for all the work done by my Parliamentary colleagues on the Select Committee, Mrs Kate Carnell and Mrs Ellnor Grassby, and my and their appreciation for the work and commitment of the Committee Secretary, Mr Ron Owens.

Finally the Committee expresses its appreciation to those who made submissions to it and appeared before it, particularly all those students from Canberra's secondary colleges who gave up their own time to talk with the committee on this issue of special interest for them.

(Michael Moore)  
Presiding Member  
21 May 1993

TABLE OF CONTENTS

	<i>Page</i>
Committee Membership .....	ii
Resolution of Appointment .....	iii
Preface .....	v
<b>1. INTRODUCTION .....</b>	<b>1</b>
Establishment of committee .....	1
Background .....	1
Methadone inquiry .....	1
Benzodiazepine inquiry .....	2
Conduct of the inquiry into alcohol and youth .....	2
The reference .....	2
Submissions .....	2
Witnesses .....	2
Interstate visit .....	3
Conference .....	3
ACT Secondary Colleges .....	4
<b>2. A RITE OF PASSAGE .....</b>	<b>5</b>
Introduction .....	5
Secondary College Students .....	6
Visits to Secondary Colleges .....	6
Matters discussed with students .....	7
The Pub Card .....	7
Advertising .....	7
Binge drinking .....	7
Improved education .....	8
Usage among High School students .....	8
Relaxing the alcohol laws in restaurants .....	8
Other drug usage .....	8
Unsafe sex practices .....	9
Consistency between 'age of adulthood' and 'adult prices' .....	9
Better support services .....	9
Ease of alcohol purchase .....	9
Ease of entry into licensed premises .....	10
Low alcohol beers and wines .....	10
Lowering of the drinking age .....	10
ACT Student Survey 1991 .....	10
Frequency of drinking .....	11
Drinks per drinking session .....	11
Maturing out .....	12
<b>3. EDUCATION STRATEGIES .....</b>	<b>16</b>
Introduction .....	16
School based education .....	16
Industry based education .....	17
Recommendations 1, 2 and 3 .....	19
<b>4. SOCIAL STRATEGIES .....</b>	<b>20</b>
Introduction .....	20
Youth Affairs Unit .....	20
Youth Services Grants Program .....	20
Innovative Health Services for Homeless Young People .....	21

4. SOCIAL STRATEGIES – <i>continued</i>	
Youth Affairs Unit – <i>continued</i>	
Youth Organisation Research and Development Program	21
IMPACT	21
Chief Minister's Youth Advisory Council	21
Binge drinking	22
Extent of problem	22
Public awareness	23
Recommendations 4 and 5	23
Rite of passage – maturing out	24
Proof of Age Card	24
Position of the Attorney-General's Department	24
Position of Chief Minister's Youth Advisory Council	25
The committee's position	27
Recommendations 6, 7, 8, 9, 10, 11, 12, 13 and 14	29
Proclaimed Place	30
Recommendations 15, 16 and 17	30
An extraneous matter	31
Recommendation 18	31
5. LEGAL STRATEGIES	32
Introduction	32
Licensing hours for clubs and bottle shops	32
Recommendations 19 and 20	33
Restaurant laws	33
Recommendations 21 and 22	34
6. CONCLUSIONS	36
Education strategies	36
Binge drinking	36
Proof of Age Card	37
Proclaimed Place	38
An extraneous matter	39
Liquor licensing hours	39
Restaurant laws	39
ADDITIONAL COMMENTS – Mrs Elinor Grassby, MLA	41
APPENDICES	
APPENDIX A	
Submissions advertisement	45
APPENDIX B	
Submissions	46
APPENDIX C	
Witnesses	47
APPENDIX D	
Proof of Age Card	49

INDEX	59
TABLES	
Table 1 – Secondary Colleges	6
Table 2 – Frequency of Drinking – Boys in ACT (1991)	13
Table 3 – Frequency of Drinking – Boys in SA (1987)	13
Table 4 – Frequency of Drinking – Boys in NSW (1989)	13
Table 5 – Frequency of Drinking – Girls in ACT (1991)	13
Table 6 – Frequency of Drinking – Girls in SA (1987)	13
Table 7 – Frequency of Drinking – Girls in NSW (1989)	13
Table 8 – Frequency of Drinking – Students in ACT (1991)	14
Table 9 – Frequency of Drinking – Students in SA (1987)	14
Table 10 – Frequency of Drinking – Students in NSW (1989)	14
Table 11 – Frequency of Drinking – Men 25+ (1992)	14
Table 12 – Frequency of Drinking – Women 25+ (1992)	14
Table 13 – Frequency of Drinking – Adults 25+ (1992)	14
Table 14 – Drinks per drinking day – Boys in ACT (1991)	15
Table 15 – Drinks per drinking day – Men 20–44 (1992)	15
Table 16 – Drinks per drinking day – Girls in ACT (1991)	15
Table 17 – Drinks per drinking day – Women 20–44 (1992)	15
Table 18 – Drinks per drinking day – Students in ACT (1991)	15
Table 19 – Drinks per drinking day – Adults 20–44 (1992)	15

## 1. INTRODUCTION

### Establishment of committee

1.1 The Assembly appointed a Select Committee on Drugs to inquire into the effectiveness of current legal and social controls on drug taking and other drug related matters on 27 March 1992; <sup>(1)</sup> the committee was required to report by the last sitting day of 1992.

1.2 On 19 May 1992 <sup>(2)</sup> the Assembly amended the committee's resolution of appointment to allow it to report from time to time. This followed from a resolution of the committee to inquire into three specific drug related areas namely:

- Methadone;
- Tranquillisers and benzodiazepines; and
- Alcohol and Youth.

1.3 The committee's terms of reference were further amended on 17 November 1992 <sup>(3)</sup> extending the committee's reporting date until the last sitting day of June 1993 to enable it to complete its inquiries into the problems surrounding alcohol and youth.

### Background

#### *Methadone inquiry*

1.4 The committee completed its inquiries into the dispensing of methadone in the ACT, and into the associated Drugs of Dependence (Amendment) Bill 1992 and the Drugs of Dependence (Amendment) Bill (No. 3 )1992, <sup>(4)</sup> in October 1992. The committee presented its first interim report, *Methadone Treatment Services in the ACT*, to the Assembly on 15 October 1992. <sup>(5)</sup>

1.5 Following the recommendations of the committee contained in its interim report, the Assembly, on 20 October 1992, passed the Drugs of Dependence (Amendment) Bill (No. 3)

---

<sup>1</sup> MoP (1992), No 1, p 7

<sup>2</sup> MoP (1992), No 8, p 40

<sup>3</sup> MoP (1992), No 35, p 191

<sup>4</sup> These bills were referred to the committee, by the Assembly, on 8 September 1992 for inquiry and report.

<sup>5</sup> MoP (1992), No 31, p 165

1992 <sup>(6)</sup> and the Drugs of Dependence (Amendment) Bill 1992 <sup>(7)</sup> with the amendments recommended by the committee.

#### *Benzodiazepine inquiry*

1.6 The committee completed its inquiries into benzodiazepines and dependence in February 1992; and presented its second interim report, *Benzodiazepines and Dependence – A tranquil addiction?*, to the Assembly on 25 February 1993. <sup>(8)</sup>

#### **Conduct of the inquiry into alcohol and youth**

##### *The reference*

1.7 The committee at its meeting of 16 April 1992 resolved, *inter alia*, to inquire into and report on the problems, if any, associated with alcohol and youth. Giving particular attention to:

- underaged drinking;
- binge drinking;
- social and health effects of alcohol on young people; and
- alternative social strategies.

##### *Submissions*

1.8 Advertisements calling for submissions to the committee's inquiries were placed in *The Canberra Times* of 9, 13 and 16 May 1992; with the submissions to be received by 5 June 1992. For a copy of the advertisement see Appendix A. The committee received 14 submissions in total. For a list of all the submissions received see Appendix B.

##### *Witnesses*

1.9 The committee held two public hearings into its inquiries; the first on 3 September and the second on 3 December 1992; at which hearings 34 witnesses appeared. For a list of the witnesses appearing before the committee see Appendix C.

<sup>6</sup> MoP (1992), No 32, p 173

<sup>7</sup> *Op cit*, p 175

<sup>8</sup> MoP (1992-93), No 52, p 302

#### *Woden Valley Hospital*

1.10 On 29 May 1992, with the approval of the Minister for Health, the committee visited the Woden Valley Hospital, where discussions were held with the doctors and staff concerning the provision of drug related support facilities by the following hospital based units:

- the ACT Methadone Clinic;
- the Detoxification Unit; and
- the COPE Program for benzodiazepine dependent people.

##### *Interstate visit*

1.11 During the course of its overall inquiries the committee visited Sydney over the period 3 – 5 June 1992. With the prior approval of the Premier of NSW the committee held discussions with Officers of the Chief Secretary's Department, including Ms G Skinner, chair of the Ministerial Committee on underaged drinking, and with Dr M MacAvoy of the Alcohol and Drug Directorate.

1.12 The committee also visited the Methadone Clinic at St Vincent's Hospital and spoke with its Director, Dr A Wodak; the Louisa Lawson Centre, a mental health and therapy centre providing, amongst other services, a minor tranquillizer clinic for women dealing with benzodiazepine dependence; and Regency House, a private methadone clinic in Chippendale, where discussions were held with Dr R Seidler and the Nurse Unit Manager, Mrs S Banks.

1.13 On 5 June 1992 the committee visited the Manly Youth Centre, an alcohol and drug assistance service supported and funded by the Manly Council. The centre acts informally as a 'proclaimed place' where intoxicated young people can seek shelter and assistance. The activities of the centre are fully supported by the local police.

1.14 The committee also held discussions, on 3 June 1992, with Ms A Symonds, MLC, Deputy Chairperson of the NSW Legislative Council's Standing Committee on Social Issues, at Parliament House.

##### *Conference*

1.15 In July 1992 Mrs Carnell, a member of the committee, and the committee secretary, attended the 5th Winter School in the Sun organised by the Alcohol and Drug Foundation of Queensland. The theme of the 1992 conference was *Drugs – Trends and Strategies*.

*ACT Secondary Colleges*

1.16 Over the period 2 – 13 November 1992 the committee visited the following ACT Secondary Colleges and, with the approval of the relevant college Principals, held discussions with interested students on issues surrounding the use of alcohol by young people:

- Dickson College;
- Erindale College;
- Hawker College;
- Narrabundah College;
- Phillip College;
- Stirling College; and
- St Edmund's College.

*Civic Beat Patrol*

1.17 On Saturday evening, 19 September 1992 two members of the committee (the Presiding Member and Mrs Carnell) and the committee secretary, joined with the Civic Beat Patrol of the ACT Police to gain some first hand knowledge of weekend youth drinking behaviours at the nightclubs and discotheques in the Civic area. The two members of the committee stayed with the Beat Patrol until 1 am and the committee secretary remained with the Patrol until the end of their shift at 5 am.

- © -

**2. A RITE OF PASSAGE****Introduction***A rite of Passage*

2.1 Before addressing in some detail the problems associated with youth and alcohol the committee believes it important to establish the general social milieu in which the vast majority of young people safely learn to appropriately use and enjoy the great pleasures of beverage alcohol.

2.2 Australia, like every other nation in the western world, is a consumer of alcohol; and the consumption of alcohol is an integral part of our social and cultural fabric. To use alcohol in our society is the prerogative of being an adult; and thus, in some sense, the use of alcohol can be seen as a symbol of adulthood. The illicit learning of alcohol use by young people is in some way, or can be seen as, an underground western rite of passage to adulthood. A point taken up by the Department of Education of Queensland in the Forward to a teachers' guide for an education program called *Thrills without Spills*:

The completion of school is one significant event in the transition from adolescent to young adult. The social events which mark this transition facilitate important rites of passage, including drinking.

2.3 Unlike some other western countries, however, we in Australia do not have acceptable social or cultural traditions through which we can teach our young people to respect alcohol and to show it proper deference, and as a result, therefore, this important rite of passage stays overtly underground. In this country, at the stroke of midnight on a young person's eighteenth birthday we expect them, magically, to be alcohol responsible; yet at the same time we, as a society, condemn these very same young people as under aged drinkers when, on their own, they struggle with this underground rite of passage, and struggle with learning, through illicit experimentation, about the effects of alcohol and of alcohol abuse. The thrust of this committee's report is to address this hypocrisy.

*Harm minimisation*

2.4 This committee, like its predecessor in the first Assembly, the Select Committee on HIV, Illegal Drugs and Prostitution, believes that the most caring approach to take in dealing with people's use of any drug, licit or illicit, is one that is firmly posited in the philosophy of harm minimisation; and it is also the committee's belief that that philosophy should be the basis of any of the responses to the problems associated with youth and alcohol.

## Secondary College Students

### Visits to Secondary Colleges

2.5 As mentioned in Chapter 1 the committee, during the course of its inquiries, visited 7 of the ACT's Secondary Colleges. The purpose of those visits was to enable the committee to listen to the young people most directly effected by its inquiries; to discover from them how they

Subject Matter	Frequency
Pub Card	7
Advertising	7
Binge Drinking	6
Improved Education	6
Usage Among High School Students	6
Relaxing Alcohol Laws In Restaurants	5
Other Drug Usage	4
Unsafe Sex Practices	4
Consistency Between 'Age of Adulthood' and 'Adult Prices'	2
Safe Usage Levels	2
Access to Alcohol at Social and Private Functions	1
Better Support Services	1
Ease of Alcohol Purchase	1
Ease of Entry into Clubs	1
Low Alcohol Beers and Wines	1
Lowering of the Drinking Age	1

perceived the impact of alcohol on their lives; and to listen to the solutions they thought most appropriate in dealing with alcohol and alcohol abuse.

2.6 The committee wishes to place on record its appreciation to the students who spoke with it for their frankness, their openness and their willingness to propose sensible and practical solutions and alternatives. The committee also places on the record its appreciation to the Principals of the Colleges involved for their willingness to have the committee visit their college and for the way in which they facilitated the openness and candour of their students.

2.7 It will be noticed from the list of Colleges visited (*see* paragraph 1.16) that, although the committee visited an all boys college, St Edmund's College, it did not visit an all girls college. The committee did approach the Canberra Church of England Girls' Grammar School seeking permission to visit the school and to talk with Year 11 and 12 students about the problems associated with youth and alcohol. This request of the committee was declined on the basis of:

... a School policy whereby we prefer not to place our students in a situation which could be seen to be political.<sup>(1)</sup>

Although the committee was disappointed with this response, particularly so as many of the Grammar School students would have been 18 and thus legitimate participants in their community's political life, it chose not to pursue the matter.

<sup>1</sup> Letter from Ms E McKay, Principal, CCEGGS, to committee secretary, dated 22 October 1992

### Matters discussed with students

2.8 The students raised some 16 specific areas of concern with the committee ranging from support for a 'pub card', to unsafe sex practices, through to the possibility of lowering the drinking age. These issues are set out in Table 1 above which also shows the number of colleges at which the concerns were raised. The following paragraphs discuss in outline the issues raised by the students and what they see as possible solutions.

#### The Pub Card

2.9 The issue of proof of age was raised at every college visited by the committee. Many students expressed frustration at having their legitimate forms of identification disbelieved and many others informed the committee of how easily such forms of identification could be tampered with. The vast majority of students who spoke to the committee welcomed the idea of a proof of age card and thought a reasonable charge of up to \$10 an acceptable price to pay. The students most opposed to a proof of age card were those students in Year 11, that is the under 18 year old's.

#### Advertising

2.10 Advertising fell into two broad camps for the students. The first camp were those advertisements placed on behalf of the National Campaign Against Drug Abuse. The students felt that the campaign directed at the adverse effects of over indulging in alcohol were quite effective, well made and well directed at the target audience. The second camp were those advertisements promoting alcohol usage. The students were concerned at the sexist nature of many of the advertisements, that many stereotypical roles were being reinforced and that the youth market was being particularly targeted.

#### Binge drinking

2.11 For the students 'binge drinking' was something quite different from the 'scientific' definition of 'binge drinking' as 5 standard drinks or more at any one drinking session.<sup>(2)</sup> For them binge drinking was drinking with the deliberate intention of getting drunk, of getting wasted, getting blind. The students acknowledged it as phase which they expected to mature out

<sup>2</sup> Transcript, 3/12/92, p 175

of and the prime reasons they gave for getting so drunk were boredom and the lack of attractive alternate entertainment. Many of the students talking with the committee felt that 'binge drinking', that deliberate intention to get drunk, was a greater problem amongst High School students than among College students.

#### Improved education

2.12 At the 6 Colleges where the question of education was raised many students saw a need for improved and unbiased education in the area of alcohol usage. They saw a need for education in this area to have a much broader focus, not dealing just with the adverse effects but covering such topics as social drinking, acceptable drinking habits, tolerance levels and the role of alcohol in our society. Many of the female students wanted more access to information on alcohol and maternity.

#### Usage among High School students

2.13 At 6 of the Colleges students raised the issue of alcohol usage amongst High School students. The students claimed that drinking often begins in Year 7 or Year 8 and that by Year 9 those who were going to drink had already begun to drink. Many thought that binge drinking and the problems associated with it were greater among High School students than College students (*see* paragraph 2.11) and that as a result broader education should also be aimed at High School students. Many of the College students saw themselves as maturing out of the 'binge drinking' phase.

#### Relaxing the alcohol laws in restaurants

2.14 In seeking to learn appropriate alcohol usage behaviours students at 5 of the Colleges raised with the committee the possibility of relaxing the alcohol laws in restaurants so that when young people were out with their family, their parents, they could, with their parents' consent, be served alcohol. The students arguing that in such a family related environment they could be taught much about socially acceptable alcohol related behaviours whilst at the same time being under parental supervision.

#### Other drug usage

2.15 At 4 of the Colleges a number of students raised several issues concerning the use of other, illicit, drugs. There appeared to be some confusion amongst the young people as to the effects of the recent changes in the law with respect to the personal possession of marijuana and the committee answered several questions concerning the feasibility study on the controlled availability of opioids.

#### Unsafe sex practices

2.16 Students from 4 of the Colleges also discussed with the committee the problems associated with inebriated sex which, more often than not, meant that unsafe sex was being practised. This was a matter of more concern to the female students than their male counterparts and it was the female students' belief that any improvement in education packages about alcohol should also include information on the dangers and problems associated with inebriated sex; not only with regard to pregnancy and sexually transmitted diseases but also with regard to HIV infection.

#### Consistency between 'age of adulthood' and 'adult prices'

2.17 At 2 of the Colleges a number of the students raised the issue of an inconsistency between being an adult, *ie* being 18 or older, and being forced to pay 'adult prices' at a younger age. The students thought this to be quite unfair and pressed for some social or commercial change whereby 'adult prices' could only be charged against an adult not against a young person who might only be 15 or 16.

#### Access to alcohol at social and private functions

2.18 At one College the students sought the assistance of the committee to change the circumstances such that young people at social or private functions, in the company of their parents and with their parents' permission, could be served alcohol. The sorts of functions the students had in mind were such formal occasions as twenty first birthday parties and weddings.

#### Better support services

2.19 At another College students identified the lack of appropriate support services as a problem to be dealt with. The students saw a need for such services as a 'proclaimed place' where young people who were inebriated could go, or be taken, rather than being dealt with through the formal channels of the Police and the Liquor Licensing Inspectors. Another need identified by the students was the need for a 'drop in place' in the Civic area where young people could go on Friday and Saturday nights for the company, to escape harassment from other young people, or to seek advice and assistance.

#### Ease of alcohol purchase

2.20 The committee was informed, at one College, of the ease by which alcohol can be purchased from retail liquor outlets. Purchasing strategies ranged from simply walking into the

outlet and making a purchase unopposed, to the presentation of tampered identification, to purchasing through older siblings or friends, to blatantly asking strangers to make the purchase for them. The students told the committee quite simply if you wanted to buy alcohol it was easily done.

#### Ease of entry into licensed premises

2.21 The committee was also informed at one College of the ease by which entry can be made into the nightclubs and discotheques in the Civic area. The strategies for this involved, mainly, tampered identification and the borrowing of older siblings' identification. But, in the opinion of the students, some of the nightclubs and discotheques were just simply quite lax in policing entry into their premises. If you are turned away from one venue you just go to the next one where entry might be easier.

#### Low alcohol beers and wines

2.22 The question of the use of low alcohol beer and wines was raised at one College and the students were opposed to any suggestion that their access to alcohol be restricted to these types of beverages. They pointed out to the committee that, like their older counterparts, they drink alcohol for its taste and for its effect. They also pointed out that far more effective means of educating young people in the use of alcohol were honest, school based, broad education programs.

#### Lowering of the drinking age

2.23 At one College it was suggested to the committee that, as most young people who drink had taken it up by Year 11, the age at which people were legally allowed to drink should be lowered to reflect the social realities.

#### ACT Student Survey 1991

2.24 Although not given access to the full report of the Alcohol and Drug Service on the important ACT Student Survey 1991, the committee was provided with a copy of the Highlights Report and a copy of all the tables collated from the survey. The information contained in the tables is presented in a more visual form in the tables at pages 13 to 15 of this report.

2.25 In interpreting the data contained in the survey tables the committee has made some comparisons with school children (aged 12-16) figures from the Summary Report of the *Survey*

of *Alcohol, Tobacco and Other Drug Use by South Australian Children*,<sup>(3)</sup> the main report of the *1989 Survey of Drug Use by NSW Secondary School Students*<sup>(4)</sup> both of which also survey students in Years 7 to 11, and with figures supplied by the Alcohol and Drug Foundation on adult drinking behaviours in 1992.

#### Frequency of drinking

2.26 In comparison with their New South Wales and South Australian counterparts young people in the ACT commence drinking at a later age (*see* Tables 2 to 10). By the time ACT young people reach Year 11, however, their frequency of drinking patterns are similar to those of NSW and South Australian children of a like age. The time lapse between the three surveys tentatively suggests to the committee that there has been little change in youth frequency of drinking patterns over the 4 years covered by the three surveys.

2.27 In comparison with adult frequency of drinking patterns the ACT, NSW and SA young people drink less frequently than their adult counterparts, particularly on a weekly basis (*see* Tables 11 to 13).

#### Drinks per drinking session

2.28 What is of concern to the committee is the level of alcohol consumption by young people at each drinking session. Table 14 shows that of the boys in Year 11 who drink, some 55% drink five or more standard drinks on a drinking day, compared with their adult male counterparts in the age bracket of 20-24 where only 30% drink five or more standard drinks on a drinking day and those in the age bracket 35-44 where only 14% drink five or more standard drinks on a drinking day. A similar pattern is evident amongst girls in Year 11 (*see* Table 16) where 34% of drinkers drink five or more standard drinks on a drinking day, compared with their adult female counterparts in the age bracket of 20-24 where only 20% drink five or more standard drinks on a drinking day and those in the age bracket 35-44 where only 5% drink five or more standard drinks on a drinking day.

2.29 A further matter of concern about these heavy drinking young people is that they drink in unsupervised places; at home or at friends' homes without adult supervision, in cars, in the street or in the open air, at dances and discotheques and in hotels and clubs.<sup>(5)</sup> This lack of

<sup>3</sup> Drug and Alcohol Services Council, SA, *Survey of Alcohol, Tobacco and Other Drug Use by South Australian Children, 1987*, Summary Report, October 1989

<sup>4</sup> NSW Department of Health, Sydney, 1990

<sup>5</sup> ACT Board of Health, *ACT Survey - School Students Drug Use 1991 - Highlight Report*, Canberra, December 1991, p 12

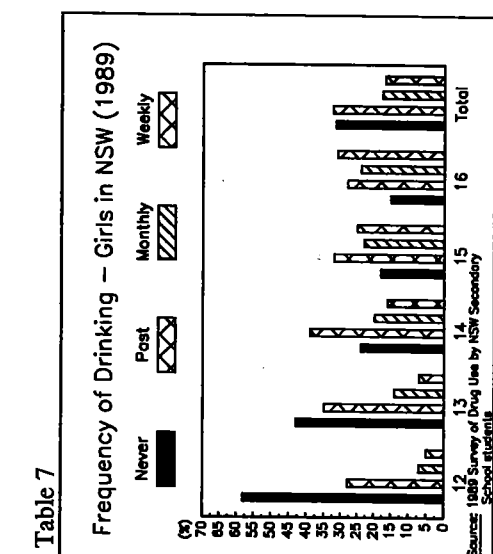
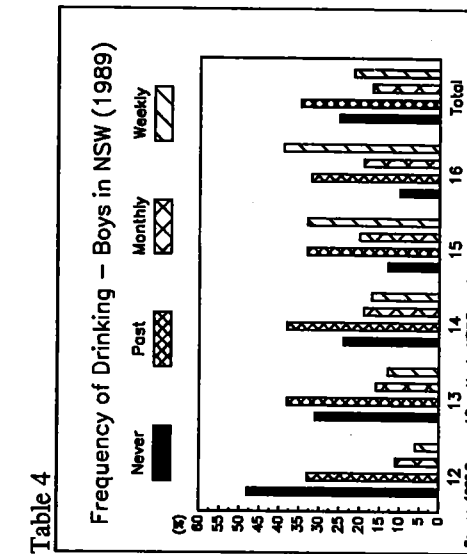
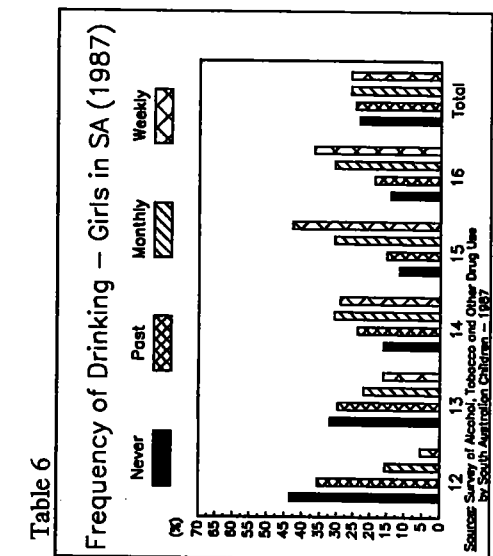
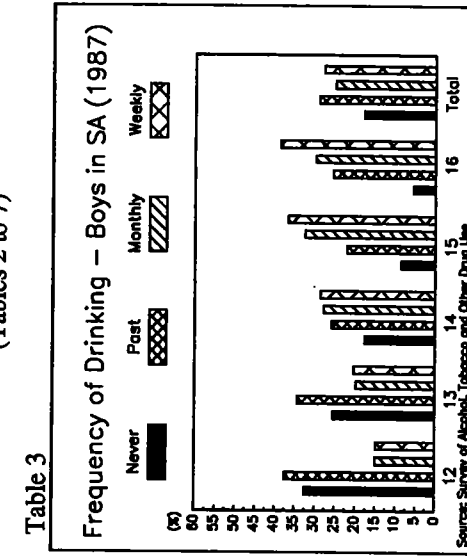
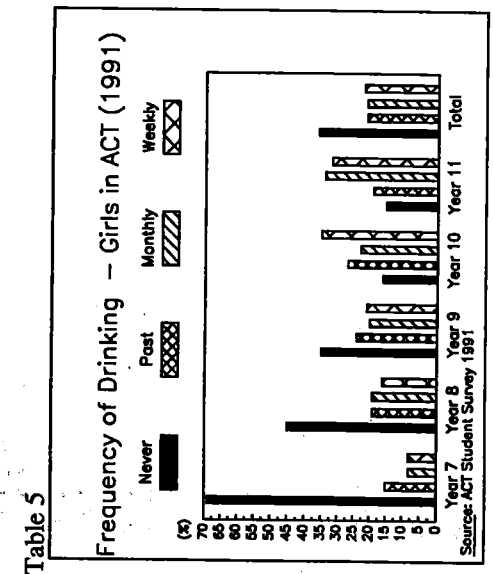
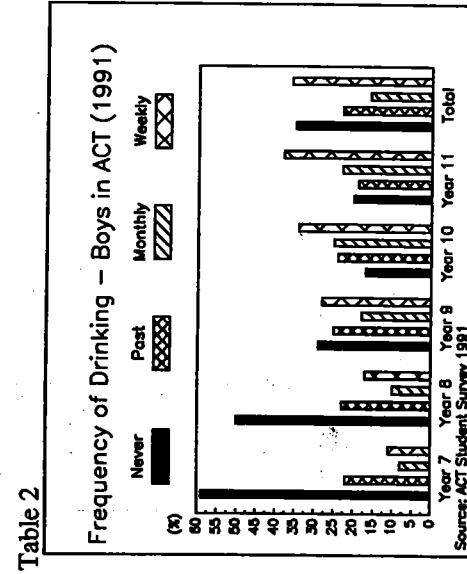
parental supervision and the potential health and social problems which might result from such behaviour are certainly issues which need to be addressed.

*Maturing out*

2.30 In the opinion of the committee, however, the figures at Tables 15, 17 and 19 do show a maturing out of this heavy drinking pattern and do go some way in substantiating the committee's belief that, at a fundamental social level, what is being addressed is a rite of passage to adulthood.

2.31 By the time they reach 23-24 years of age 40% of the heavy drinking Year 11 boys are drinking substantially less alcohol per drinking session and a similar reduction in alcohol consumption applies to the heavy drinking Year 11 girls as they also reach young adulthood.

2.32 It is a fact of life in our community that, despite health warnings, despite educational programs, despite criminal and social sanctions, some young people, for a variety of reasons, will always seek to live at the margins of society. Young people will continue to experiment with life, to experiment with illicit drugs, to experiment with sex and to experiment with alcohol, and the thrill seekers will always seek to go beyond the bounds. Nonetheless, in the opinion of the committee, the great majority of our young people grow to be mature and sensible adults, fulfilling their aspirations and their chosen societal roles, despite all the risk taking behaviour inherent in adolescence.



Frequency of drinking - Selected statistics  
(Tables 2 to 7)

Frequency of drinking - Selected statistics - continued  
(Tables 8 to 13)

Table 8

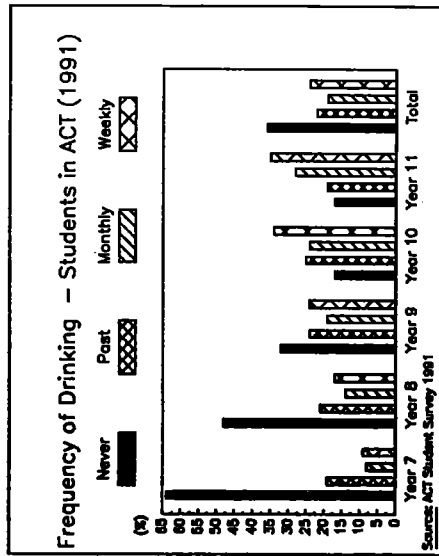


Table 9

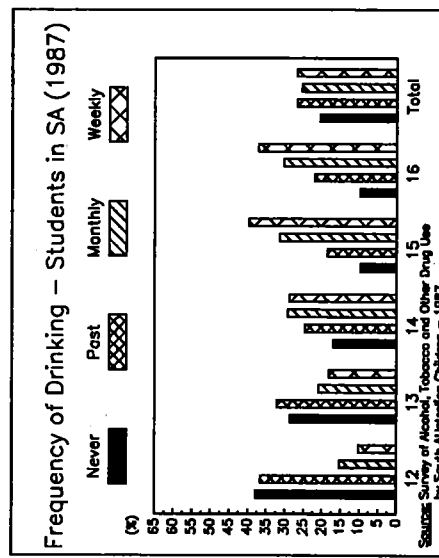


Table 10

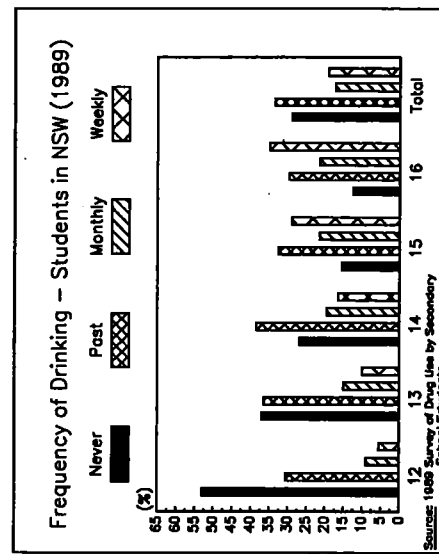


Table 11

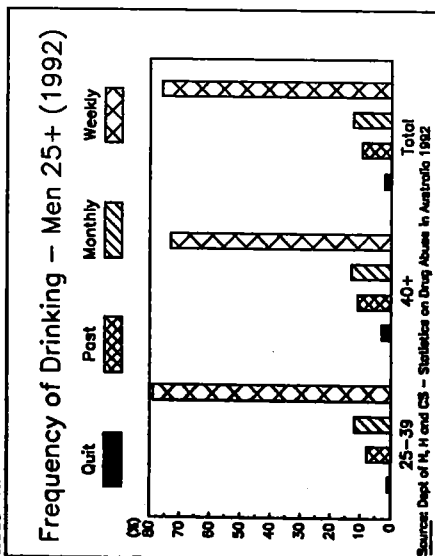


Table 12

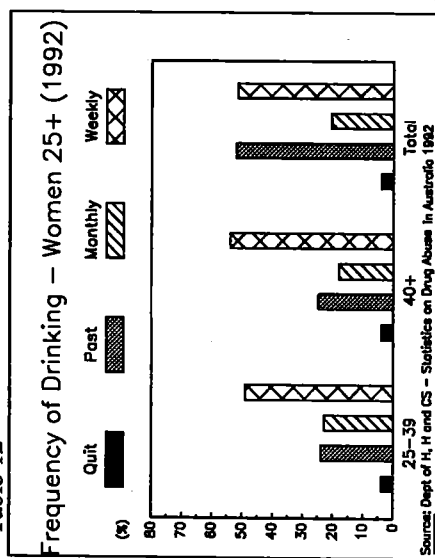


Table 13

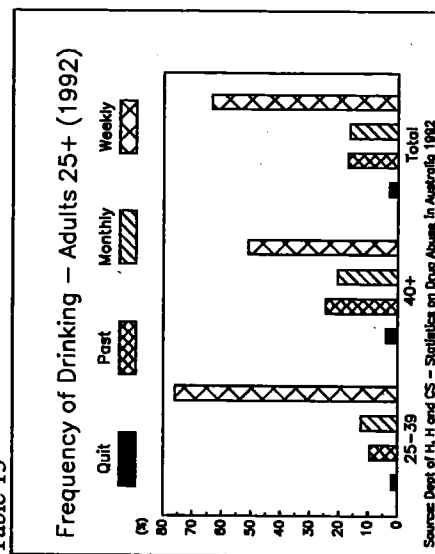


Table 14

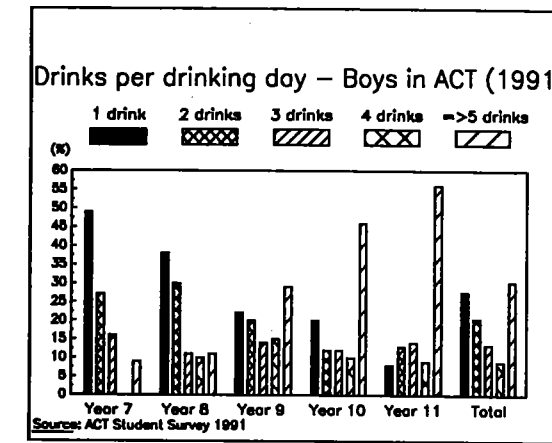
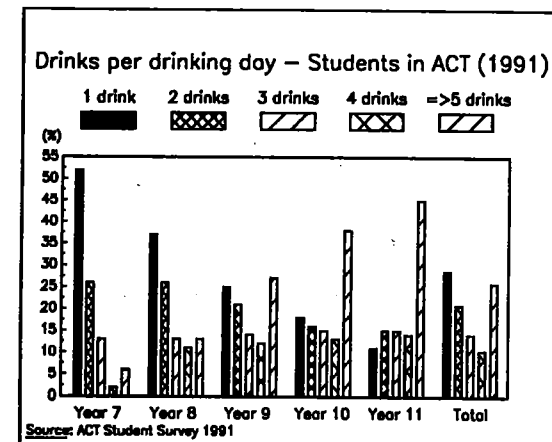
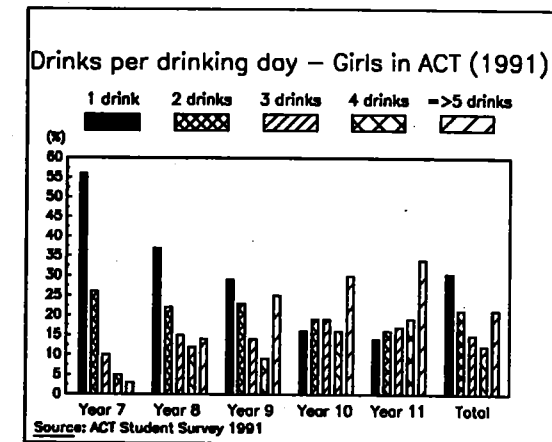


Table 16



Drinks per drinking session - Selected statistics  
(Tables 14 to 19)

Table 15

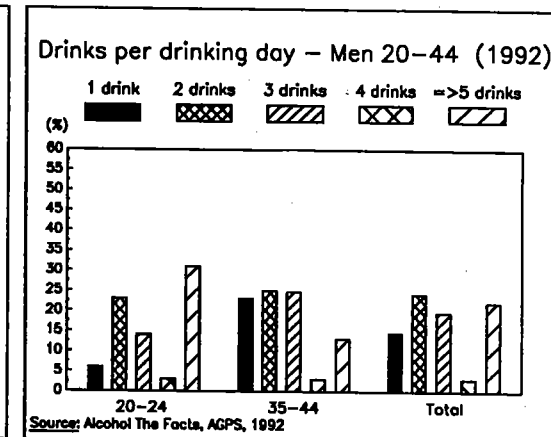


Table 17

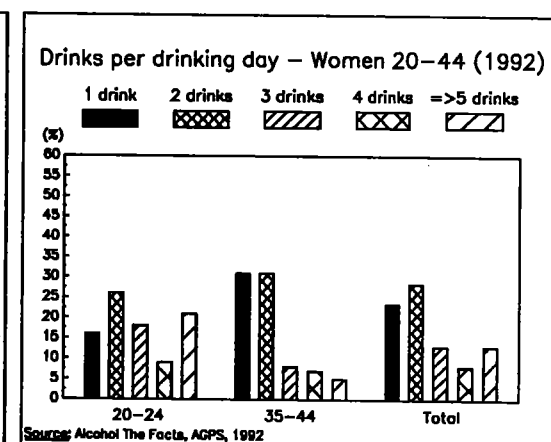
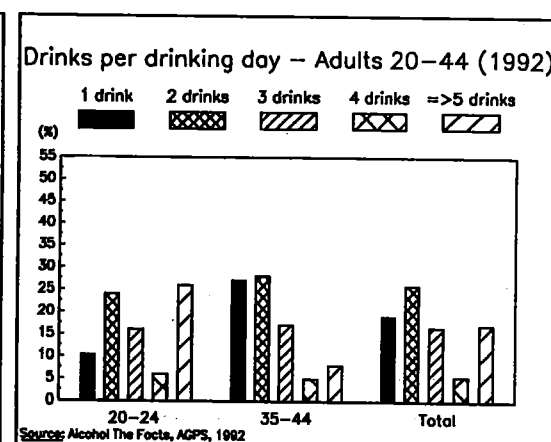


Table 18



### 3. EDUCATION STRATEGIES

#### Introduction

3.1 There are, in the opinion of the committee, two broad strategy areas in education that need to be addressed in seeking to deal with the health related aspects and the social parameters or context of youth and alcohol. These strategy areas are:

- school based education; and
- industry based education.

3.2 School based education strategies should have, as a primary aim, the goal of teaching children to be able to deal with alcohol in a responsible and informed manner. Industry based education strategies need, primarily, to be more clearly focused on the role of the responsible serving of alcohol, of teaching bar and related staff to deal more responsibly with customers; and with enforcing a more responsible attitude amongst licensees and managerial staff.

#### School based education

3.3 The committee believes that the Department of Education and Training, through its Health Education curriculum, is providing an appropriate school based education strategy with respect to the use of alcohol. In the ACT ongoing health education is one of the eight essential areas of curriculum and the use and misuse of drugs is one of seven health strands taught in this context.<sup>(1)</sup>

3.4 The Alcohol and Drug Service of the Department of Health funds a binge drinking project through which each high school and college sends teachers and students to a series of workshops and in-services where anti binge drinking strategies and resources are shared for implementation in the schools and colleges. The in service takes up a whole day and the workshops extend over a period of four to five weeks, being a number of afternoons a week outside of school hours.<sup>(2)</sup> The Department of Education and Training is also evaluating the *Thrills without Spills* anti binge drinking project designed by the Queensland Department of Education.

3.5 A draft Health Education Curriculum Framework has been written up by the Department of Education and Training and that Department is awaiting the results of

<sup>1</sup> Department of Education and Training submission, dated 10 June 1992

<sup>2</sup> Transcript, 3/12/92, pp 197-98

consultations at the national level to finalise its framework in line with national health education policies.

3.6 The framework is designed to provide students, from Kindergarten through to Year 12, with appropriate levels of knowledge and skills and the opportunities to develop values and attitudes needed to make informed decisions and act appropriately in a variety of situations. The framework is considered essential in the health education environment as it empowers students to have more control over their own lives.<sup>(3)</sup>

3.7 The committee believes that the Minister for Education and Training and his department are to be congratulated on the way in which they have sought to address the health related aspects of, and the social parameters surrounding, youth and alcohol.

#### Industry based education

3.8 The committee is, however, concerned about what it sees as a lack of industry based education in the ACT, particularly in the area of the responsible serving of alcohol, as it effects both management and staff and the area of appropriate training of bar staff.

3.9 A number of managers of the nightclubs and discotheques in the Civic area who appeared before the committee informed it of the difficulties they and their staff have in making judgements about a person's intoxicated state, particularly given the darkened environs of their establishments. One manager said:

Well, its pretty hard to do that. It is pretty hard to be a judge and jury of who is drunk and who is not ... Our bar staff have not been instructed not to serve anyone. (emphasis added)<sup>(4)</sup>

And another manager told the committee:

A lot of people you would not know that they were drunk at 5 o'clock in the morning or 6 o'clock in the morning and they are quite well behaved and having a quiet drink ...<sup>(5)</sup>

3.10 Where a person is obviously causing a nuisance, is obviously intoxicated, then all the nightclubs and discotheques which appeared before the committee stated they would take action to stop serving and to remove that person from their premises. The decision to stop serving is, in most cases however, one to taken by a supervisor and not by the bar staff themselves.

<sup>3</sup> Draft Health Education Curriculum Framework, p 5

<sup>4</sup> Transcript, 3/12/92, p 228

<sup>5</sup> *Ibid*, p 229

3.11 The Manager of the ACT Division of the Australian Hotels Association (AHA) addressed this issue of responsible serving and the training of bar staff in her evidence before the committee. In answer to a question the ACT Manager informed the committee that the AHA Divisions in other states have responsible serving programs through which bar staff are trained to be aware of and deal with the situations which can develop on licensed premises, including drunkenness. The training program is designed to give confidence to bar staff in dealing with difficult patrons. The ACT Manager also informed the committee that:

... in the Northern Territory it has been a very successful campaign with the government based on their "fair go, we might say no" so that bar staff were trained to refuse service and patrons were educated to accept that refusal without argument.<sup>(6)</sup>

3.12 The School of Tourism and Hospitality at the Canberra Institute of Technology, as part of its formal curriculum, teaches students responsible serving, in a part of the course called *Patron Care*. The aim of the course is to teach young people how to take responsibility for themselves whilst working in an alcohol environment and they are taught their rights, as servers of alcohol, to refuse the service of alcohol to intoxicated people.

3.13 If the evidence given before the committee by the managers of the ACT's nightclubs and discotheques is an accurate description of the way responsible serving is managed in their establishments then, in the opinion of the committee, the valuable skills taught students at the Institute of Technology are set at naught. And this issue is further exacerbated by the employment of casual and untrained staff at these establishments.

3.14 It is the committee's view that there should be established in the ACT an on the job training program whereby bar staff and other serving staff working in licensed premises are required to be taught responsible serving of alcohol. The program ought to be run jointly with the government, the industry, the trade union movement and the Canberra Institute of Technology. The committee acknowledges that most of the people employed in the nightclubs as bar staff are either temporary or casual employees and as such the rate of union membership is probably quite low. Nonetheless the committee believes the involvement of the Trades and Labour Council of the ACT to be an essential element in this work place training.

3.15 In concert with that program the committee also believes that there should be a public education campaign on responsible serving and the rights of serving staff to refuse to serve patrons in the relevant circumstances.

<sup>6</sup> *Ibid*, p 146

### Recommendations 1, 2 and 3

3.15 The committee recommends:

**That an on the job training program dealing with the responsible serving of alcohol be established for bar staff and other serving staff working in licensed premises.**

**That the job training program recommended in Recommendation 1 be run jointly by the government, the industry, the trade union movement and the Canberra Institute of Technology.**

**That there be a public education campaign on responsible serving and the rights of serving staff to refuse to serve patrons in the relevant circumstances.**

#### 4. SOCIAL STRATEGIES

##### Introduction

4.1 It is the committee's view, given we are dealing with a social rite of passage to adulthood through which the great majority of our young people pass with relative safety, that nonetheless a number of social strategies need to be maintained and others still need to be put in place, however, to protect the vulnerable without impeding the social maturation of the non-vulnerable.

4.2 The strategies which need to be maintained include an ongoing commitment to the Youth Affairs Unit of the Chief Minister's Department, the continuance, though possibly in a different format, of the Chief Minister's Youth Advisory Council, ongoing support for public awareness activities related to binge drinking and the continuance of the cautionary approach to alcohol affected young people by the Police and Liquor Licence Inspectors. The strategies which, in the opinion of the committee, still need to be put in place include a 'proclaimed place' in the Civic area for alcohol affected young people and the introduction of a 'proof of age' card, as recommended at all the Secondary Colleges visited by the committee (see paragraph 2.9).

##### Youth Affairs Unit

4.3 The Youth Affairs Unit, Social Policy Branch of the Chief Minister's Department administers a range of programs which provide resources for young people. These programs consist primarily of the Youth Services Grants Program, Innovative Health Services for Homeless Young People, the Youth Organisation Research and Development Program and the IMPACT Program.<sup>(1)</sup>

4.4 The committee was impressed with the work being done by the Youth Affairs Unit and congratulates it on its professional approach to the difficult task of dealing with the problems of youth in our society.

##### Youth Services Grants Program

4.5 The following organisations, relevant to the committee's inquiries into Alcohol and Youth, are funded through the Youth Services Grants Program:

<sup>1</sup> Submission from Chief Minister, dated 25 June 1992, pp 2-3

- Regional Youth Centres - at Belconnen, Civic, Tuggeranong and Woden which provide a range of services for young people. The centres are alcohol free, provide a safe alternative social environment and are primarily targeted at the 12 - 18 year old age group.
- Red Cross Youth Health Project - provides regional youth health workers. These workers offer health based information and programs, and personal support to young people.
- Short Cuts Information and Advocacy Service for Young People - produces pamphlets, kits and resources, including information on drugs and alcohol, for young people, as well as providing a shop front information service.

##### *Innovative Health Services for Homeless Young People*

4.6 The Innovative Health Services for Homeless Young People Program provides health care services to young people regarded to be "at risk", particularly homeless youth. Maquire House, which is operated by the Open Family Foundation, provides accommodation services for young men, 16 - 18 years old, with drug and alcohol problems. A number of 'one off' programs have also been funded under this program.

##### *Youth Organisation Research and Development Program*

4.7 The Youth Organisation Research and Development Program provides seeding grants to organisations to carry out research and to conduct development or pilot programs for young people. Recently, funds have been granted to the National Centre for Epidemiology and Population Health to conduct a detailed statistical and epidemiological profile of drug and alcohol use among young people. Funds have also been granted to the Youth Accommodation Group to research accommodation options for young people suffering from drug and alcohol abuse.

##### *IMPACT*

4.8 IMPACT is a program providing funds to groups of young people to carry out projects of community benefit.

##### **Chief Minister's Youth Advisory Council**

4.9 As its name suggests the Chief Minister's Youth Advisory Council was established by the Chief Minister to offer advice on youth related matters from the perspective of youth themselves. The council consists of young people appointed by the Chief Minister, although

they are not necessarily representatives of young people *per se*. Young people, either of themselves or through organisations to which they might belong or through their schools or colleges have no say in who will represent their interests on the Youth Advisory Council.

4.10 The committee also has some concerns as to how representative of young people's views the council really is, particularly in the major area of concern to this committee, namely alcohol and youth. The Youth Advisory Council is totally opposed to the introduction of a 'proof of age' card (*see* paragraph 4.20 below), and has recommended to the Chief Minister that such a card not be introduced. Yet when this committee visited seven of the secondary colleges in the ACT it found an overwhelming support for such a card and the committee was left wondering whose interests does the Advisory Council represents in this issue as it clearly does not represent the interests of young people; unless, of course, the council wishes to argue that it, better than the young people themselves, knows what is best for young people.

### Binge drinking

#### *Extent of problem*

4.11 The committee is concerned at the extent of binge drink by young, school aged, people, particularly by young men and women in the 16-17 year old age group. As Table 14 shows (*see* page 15), 55% of the school attending young men in this age bracket who consume alcohol, drink 5 or more drinks a day; as do 34% of school attending young women in the same age bracket (*see* Table 16, page 15). According to Dr Butlin, an expert witness appearing before the committee:

Binge drinking amongst youth, as defined in the international literature, is five or more standard drinks on a single drinking occasion where a standard drink comprises eight to ten grams of alcohol.<sup>(2)</sup>

4.12 The problem of binge drinking is, in the opinion of the committee, further exacerbated by the locations at which young people do their drinking. Information taken from the ACT Student Survey 1991 shows that 62% of school aged binge drinkers do their drinking at the home of friends without adult supervision; in addition they also drink in their own home without adult supervision (46%) and they drink in cars, on the street or in the open air (51%).<sup>(3)</sup> In contrast 54% of the non-binge drinkers drink at home under adult supervision.<sup>(4)</sup> The committee

<sup>2</sup> Transcript, 3/12/92, p 175

<sup>3</sup> ACT Board of Health, *ACT Student Survey 1991: Drug Use by Year 7 to Year 11 Students*, November 1991, Canberra, Table 16

<sup>4</sup> *Loc cit*

concur with Dr Butlin's sentiment given in response to these frightening figures, in evidence before the committee:

[this] means that, obviously, we have to do something at the community level about encouraging a sense of responsibility amongst adults about how to access alcohol, particularly among the young age group.<sup>(5)</sup>

#### *Public awareness*

4.13 It is the committee's belief that steps ought to be taken to raise public awareness of the extent of under aged drinking and the locations in which it is likely to occur. If under aged binge drinking is occurring in private homes without adult supervision, as the evidence would suggest, then, in the opinion of the committee, parents should be informed of the situation so that they, in their individual circumstances, can make informed decisions regarding the access to alcohol of their own children and then take what action they thus deem necessary. The committee firmly believes that the supervision of children and young people lies squarely with parents or those adults standing *in loco parentis*. At the general level of parental supervision, other than providing guidelines and assistance where necessary, the State should intrude as little as possible.

4.14 The committee thus believes that there would be social benefits accruing to our society in bringing to the attention of parents in the ACT the extent of the under aged drinking problem, and the associated health problems that can arise from such dangerous activity. The committee is of the opinion that such a public education campaign should be of relatively short duration and be organised jointly by the Department of Health and the Department of Education and Training. The committee would also suggest that an approach be made to the National Campaign Against Drug Abuse seeking at least partial funding for this public education campaign.

#### **Recommendations 4 and 5**

4.15 The committee recommends:

- That a public education campaign, of relatively short duration, be mounted to bring to the attention of parents in the ACT -**
- (a) the extent to which young people engage in under age drinking, including binge drinking; and**
  - (b) the associated health problems which can arise from such activity.**

<sup>5</sup> Transcript, 3/12/92, p 179

**That the Department of Health and the Department of Education and Training jointly organise the public education campaign referred to in Recommendation 4.**

*Rite of passage – maturing out*

4.16 As expressed in paragraphs 2.30 and 2.31, it is opinion of the committee that the figures at Tables 15, 17 and 19 (see page 15) do show a maturing out of this binge drinking pattern and thus go some way in substantiating the committee's believe that, at a fundamental social level, what is being identified in these binge drinking patterns is a rite of passage to adulthood. By the time they reach 23–24 years of age 40% of the binge drinking Year 11 boys are drinking substantially less alcohol per drinking session and a similar reduction in alcohol consumption applies to the binge drinking Year 11 girls as they also reach young adulthood. And this substantial downwards trend appears to continue for both sexes through to the 35 – 44 year old age bracket. In this age bracket approximately only 5% of women are binge drinking and some 15% of men.

**Proof of Age Card**

*Position of the Attorney-General's Department*

4.17 The position of the Attorney-General's Department is set out in a discussion paper entitled *PROOF OF AGE CARD – DISCUSSION PAPER* (see Appendix D, page 51). The conclusion of the Attorney-General's Department is in favour of Proof of Age Card scheme. The scheme would be a voluntary one whereby persons over the age of 18 years who do not have access to other forms of suitable identification could purchase a proof of age card from the Motor Vehicle Registry. The major focus of the scheme, however, would be to enable amendments of the Liquor Act to limit the defence available to licensees who are detected selling liquor to a person under the age of 18 years to circumstances where a proof of age card, driver's licence or a passport indicating that the person is over the age of 18 years has been sighted.

4.18 Whilst supporting the final conclusion contained in the Discussion Paper the committee does have some concerns with the processes identified in the body of the text whereby a young person can apply to obtain a 'Proof of Age Card'. In particular the committee is concerned with the following suggestion:

In addition to the normal safeguards that accompany the issue of a driver's licence, and in recognition that the card is a 'licence to drink', applications for a proof of age card will require the endorsement of a parent/guardian or someone in *loco parentis*. It will also be necessary for the application to be countersigned by a person who has known the applicant for a period of time other than a parent/guardian or someone in *loco parentis* (emphasis added).

4.19 As the only people to whom a proof of age card can be issued are people who have attained the legal age at which they may purchase, or be served, alcohol it seems strange to the committee that such a person must have (a) their parent's approval to obtain a 'Proof of Age Card' and (b) the application for a card countersigned by another adult other than their parent. At 18 they are legally adults and must be treated as such. A 'Proof of Age Card' is not a licence to drink (as the Attorney-General's Department suggests); at 18 years of age people do not need such a licence, they do not require their parent's permission to drink, nor do they need to be vouchsafed for by another adult.

*Position of Chief Minister's Youth Advisory Council*

4.20 In a revised position paper regarding the 'Proof of Age Card', dated July 1992 (see Appendix D, page 45) the Chief Minister's Youth Advisory Council recommends the government reject the proposed introduction of a 'Proof of Age Card'. The reasons given by the council for reaching this conclusion include:

- Concerns about the failure to enforce the card;
- A steady decline in the number of under age drinkers being detected;
- The current system of licensing inspectors is sufficient;
- The take up rate and economies of scale;
- Infringement of civil liberties;
- The cost of obtaining a card;
- Restrictions on prescribed forms of identification;
- Forms of identification should be limited to a passport, birth certificate and driver's licence;
- There is no back yard industry dealing with false forms of identification; and
- The card is merely for the benefit of the licensees and has no benefit for young people.

4.21 In the opinion of the committee all but one of these claims are either untrue, irrelevant or not representative of the views of young people. The only claim by the council which is valid is the claim that the current proposals of the Attorney-General's Department regarding the processes by which a person is to apply for a card do amount to an invasion of civil liberties (see paragraph 4.19 above).

4.22 The council's concerns about the failure of card enforcement are, in the opinion of this committee, unfounded. Evidence collected by the committee during its visit to Sydney, papers given at the 5th Winter School in the Sun Drugs Conference and evidence given by the Australian Hotels Association all convince the committee that in those jurisdiction where a

'Proof of Age Card' is available enforcement is not a problem; quite the contrary enforcing the card assists in controlling under age drinking.

4.23 The committee can see little relevance between a decline in under age drinking detection rates and a consequent lack of need for a 'Proof of Age Card'.

4.24 The council seems unaware of the staffing structure of the Liquor Licensing Section. Without being critical of the section, in fact the committee believes the section should be congratulated for the work it does, nonetheless there are only two inspectors on the staff. <sup>(6)</sup> It seems importune for the council to argue that this level of staffing negates the need for a 'Proof of Age Card'

4.25 Evidence gathered by the committee for the jurisdictions of NSW, Queensland, Western Australian and the Northern Territory demonstrates that take up rates are quite high and are seen as beneficial by young adult users. Despite the claims of the council there are no set up costs involved as existing structures are to be used, the system is not an unproven one as the majority of jurisdictions in Australia have such a card and the production costs involved are to be recouped by the cost of the card.

4.26 The council's concerns about the cost of the card also appear to be misplaced. The students the committee spoke to at its visits to secondary colleges thought a reasonable charge of up to \$10 an acceptable price to pay (*see* paragraph 2.9). The committee is not convinced by the council's claim that young people on any sort of government benefit should have the cost of the card waived. If these young people can afford one round of drinks at a pub each Friday night and another round of drinks each Saturday night at a Civic nightclub then a one off \$10 charge for a card does not seem to be all that exorbitant.

4.27 The council's claim that to restrict the prescribed forms of identification is a denial of social justice to those who do not have the prescribed forms of identification seems at odds with their next claim that restricting the forms of identification will negate the need for a 'Proof of Age Card'. Proof of identity is a normal restriction imposed by our society in certain areas; you need to prove your identity and your age to obtain any number of licences; you need to prove your identity to open a bank account. Where society places restrictions based on age or identity it is normal legal practice to require proof of age or identity to obviate the restrictions and such practice is not to be regarded as a denial of social justice.

<sup>6</sup> Submission from Attorney-General's Department, dated 18 June 1992, p 2

4.28 The council's claim that the use of original forms of identification, a passport, a birth certificate or driving licence, negates the need for a 'Proof of Age Card' also seems at odds with the criticism levelled at the cost of the card: The recommended cost of the 'Proof of Age Card' is \$5. It cost \$80 to obtain a passport, \$20 to obtain a birth certificate and at least \$36 to obtain a driving licence. Unless, of course, the council wishes to argue that the cost of obtaining a passport, a birth certificate and a driving licence be waived for those young people in receipt of some form of government benefit; but then what of those young people not in receipt of benefits?

4.29 The council's claim that the concern over the production of false forms of identification is a scare tactic based on anecdotal evidence is at best misplaced or naive. At every secondary college visited by the committee students gave evidence of how easy it was and how common it was to fake forms of identification, particularly birth certificates and student ID, some students indicating the ease with which even driving licences can be tampered with.

4.30 The card is not solely for the benefit of the licensees as claimed by the council. According to the young people who spoke to the committee during its secondary college visits those over the age of 18 saw substantial benefit in a 'Proof of Age Card', while those under the legal age saw substantial disbenefits in that the card might be harder to tamper with and thus restricting their access to licensed premises; which, of course, is the sole purpose of the card.

#### *The committee's position*

4.31 The committee, having considered the evidence and opinions of those directly concerned in this matter (the young people, the Australian Hotels Association, the licensees, the ACT Police, the Liquor Licensing Board and the Liquor Licensing Section of the Attorney-General's Department), has concluded that substantial benefit would accrue to the whole ACT community with the introduction of a 'Proof of Age Card'. The young people want it; it will mean less hassles for them in gaining entry to licences premises, it means not having to carry around such important documents as birth certificates and passports and it will alleviate some of the concerns expressed by some young women given that driving licences and passports, at least, identify where they live and thus leave them open to unsolicited contact by the men who check ID's at nightclubs, etc. The licensees want it as it simplifies identification procedures for them and offers a better protection against under aged people entering their premises. <sup>(7)</sup>

<sup>7</sup> Transcript, 3/12/92, pp 225 and 235

4.32 The 'Proof of Age Card' also has the support of the Australian Hotels Association (ACT Division),<sup>(8)</sup> the Licensed Clubs Association of the ACT<sup>(9)</sup> and the ACT Liquor Licensing Board.<sup>(10)</sup> The only group opposing the card in the ACT is the Chief Minister's Youth Advisory Council and as this committee has shown above the grounds of their opposition are totally untenable.

4.33 In the opinion of the committee the cost of the card should merely represent its production cost and the committee can see little reason why that cost should exceed \$5. A charge of \$5 cannot be seen as overly burdensome and in fact probably represents the cost of 1 and half drinks at any of the night clubs in the Civic area.

4.34 The ACT is now the only jurisdiction in Australia which does not have a 'Proof of Age Card'.

4.35 This committee fully supports the proposal to introduce a 'Proof of Age Card' in the ACT. In the opinion of the committee:

- the card should be issued on voluntary application to people who have obtained the age of 18 years;
- the card should be available from the same issuing sites as driving licence renewals;
- the card should be similar in presentation to a driving licence;
- the card should contain only the following information –
  - a photograph of the person to whom the card is issued;
  - the person's name;
  - the person's date of birth;
  - the imprint "AUSTRALIAN CAPITAL TERRITORY – Proof of Age Card";
  - a certification that the date of birth appearing on the card is the date of birth of the person whose photograph and name appear on the card;
  - the disclaimer "This card is not to be used for any other purpose than the proof of age of the person whose photograph and name appear on the card";
- a fee of \$5 should charge for the issue of the card;

<sup>8</sup> Transcript, 3/12/92, p 143

<sup>9</sup> Transcript, 3/12/92, p 140

<sup>10</sup> Transcript, 3/12/92, pp 119–120

- the card should not be renewable (but one new card may be issued where a claim is made that the original card has been lost);
- the requirements for proof of age and identity should not exceed the requirements necessary to obtain a driving licence; and
- the sighting the card should be defence, under paragraph 80. (2) (c) of the Liquor Act, in proceedings for an offence against subsection 80. (1) of that Act.

#### Recommendations 6, 7, 8, 9, 10, 11, 12, 13 and 14

4.36 The committee recommends:

**That the ACT Government issue to people, on voluntary application, an identification card, to be known as a 'Proof of Age Card', certifying as true the date of birth appearing on the card as the date of birth of the person to whom the card was issued and whose photograph and name appear on the card.**

**That the 'Proof of Age Card' be issued on voluntary application to people who have obtained the age of 18 years.**

**That the 'Proof of Age Card' be available from the same issuing sites as driving licence renewals.**

**That the 'Proof of Age Card' be similar in presentation to a driving licence.**

**That the 'Proof of Age Card' contain only the following information –**

- a photograph of the person to whom the card is issued;
- the person's name;
- the person's date of birth;
- the imprint "AUSTRALIAN CAPITAL TERRITORY – Proof of Age Card";
- a certification that the date of birth appearing on the card is the date of birth of the person whose photograph and name appear on the card;
- the disclaimer "This card is not to be used for any other purpose than the proof of age of the person whose photograph and name appear on the card".

**That a fee of \$5 be charge for the issue of the 'Proof of Age Card'.**

**That the 'Proof of Age Card' not be renewable (but one new 'Proof of Age Card' may be issued where a claim is made that the original card has been lost).**

**That the requirements for proof of age and identity in respect of an application for a 'Proof of Age Card' not exceed those requirements for proof of age and identity necessary to obtain a driving licence.**

**That sighting the 'Proof of Age Card' be a defence, under paragraph 80. (2) (c) of the *Liquor Act 1975*, in proceedings for an offence against subsection 80. (1) of that Act.**

### Proclaimed Place

4.37 A matter of some concern raised by the students during the committee's visits to secondary colleges was the need for a place, preferably in the Civic area, where young people affected by alcohol could retreat to, seeking shelter and assistance; a place where possibly the police and street social workers could take alcohol affected young people without necessarily setting in train any judicial procedures. The committee visited such a 'proclaimed place' run by the Manly Council during its 1992 visit to Sydney (see paragraph 1.13).

4.38 The committee can see many advantages in such a place being allowed to operate in the Civic area. By offering an appropriate alternative to judicial proceedings, a proclaimed place is an important element in the strategy of harm minimisation, particularly when applied to the alcohol problems young people are faced with. It is necessary then, in the opinion of the committee, that such a place be properly structured, that its primary aim be to offer non-judicial assistance to young people with alcohol and drug related problems and that it have the full support of the community; of the law enforcement agencies; of the public health officials, and the youth affairs agencies.

4.39 To that end the committee believes that a working party, comprised of representatives of the groups mentioned in paragraph 4.38, be established and be charged with presenting firm proposals to government for the establishment of a 'proclaimed place' in Civic and, if in the opinion of the working party thought appropriate, in other town centres as well. The committee also believes that the working party would need no more than four months to present its proposals to government.

### Recommendations 15, 16 and 17

4.40 The committee recommends:

**That the Government establish a working party charged with making firm proposals to Government for the establishment of a proclaimed place for young people in Civic and, if thought appropriate by the working party, in other town centres as well.**

**That the working party recommended in Recommendation 15 be comprised of representatives of the Chief Minister's Department, the Department of Health, the Department of Education and Training, the Attorney-General's Department and the Australian Federal Police, ACT Region.**

**That the working party recommended in Recommendation 15 report back to Government, with its firm proposals for the establishment of a proclaimed place, within four months of being established.**

### An extraneous matter

4.41 As mentioned in paragraph 2.17 a number of students raised the issue of an inconsistency between being an adult, *ie* being 18 or older, and being forced to pay 'adult prices' at a younger age. The students thought this to be quite unfair and pressed for some social or commercial change whereby 'adult prices' could only be charged against an adult not against a young person who might only be 15 or 16.

4.42 The committee can see some of the injustice in this matter and believes it to be a matter which the Chief Minister's Youth Advisory Council might appropriately look into.

### Recommendation 18

4.43 The committee recommends:

**That the Chief Minister consider referring to the Chief Minister's Youth Advisory Council for advice the issue of young people under the age of 18 years being required to pay 'adult' prices for goods and services.**

## 5. LEGAL STRATEGIES

### Introduction

5.1 As well as the social strategies outlined in the previous chapter there are also a number of legislative changes which, in the opinion of the committee, will go some way towards ameliorating the social contexts within which we, as a society, teach our young people the pleasures and the dangers associated with alcohol consumption.

5.2 In particular the committee would like to see some changes to the licensing hours for licensed clubs and liquor retail outlets (bottle shops) and some changes to the law with regard to the serving of alcohol in licensed food premises, specifically restaurants. The committee also had some concerns with legislative limits which impinged on the police's ability to deal more effectively with street offences, but these concerns have been appropriately addressed in the Crimes (Amendment) Bill 1993.<sup>(1)</sup>

### Licensing hours for clubs and bottle shops

5.3 The committee has given careful consideration to the question of licensing hours both for licensed clubs and for liquor retail outlets. It listened intently to the evidence given by the ACT Police concerning public behaviour problems, particularly between 3 am and 6 am on Saturday and Sunday mornings in the Civic area.<sup>(2)</sup> And reviewed its own experiences, and the experiences of its committee secretary, with the Civic Beat Patrol of the ACT Police (*see* paragraph 1.17).

5.4 The major concerns of the committee in connection with 24 hour liquor retailing are ones concerning threats to the public health of the community and threats to the wellbeing of innocent bystanders. Evidence given by the police indicates that most acts of alcohol induced violence in the Civic occur between 3 am and 6 am on Saturday and Sunday mornings. Although a number of other initiatives have been taken to alleviate this situation, the committee has given serious consideration to recommending that liquor licensing hours be restricted to between the hours of 8 am and 4 am; that is the 24 hour license be restricted to 20 hours.

5.5 It is the committee's considered opinion that substantial benefit would accrue to the general community, particularly in terms of reduced public violence and public drunkenness, if

<sup>1</sup> This bill was referred to the Standing Committee on Legal Affairs on 25 March 1993; that committee reported back to the Assembly on 18 May 1993 recommending that the bill be agreed to in principle.

<sup>2</sup> Transcript, 3/12/92, pp 210 and 212

liquor licensing hours were reduced from 24 hours to 20 hours and if the licensing hours were restricted to between the hours of 8 am and 4 am. It is also the committee's opinion that the consumption of alcohol on licensed premises should be similarly restricted, provided the exemptions specified in subsection 82. (3) of the *Liquor Act 1975* continue to apply.

### Recommendations 19 and 20

5.6 The committee recommends:

**That sections 26, 27, 28 and 29 of the *Liquor Act 1975* be amended to restrict the sale of alcohol to between the hours of 8 am and 4 am the immediate following day.**

**That the *Liquor Act 1975* be amended:**

- (a) to make it an offence to consume liquor on premises to which a General Licence, an On Licence or a Club Licence relates, outside of the hours permitted by the licence for the sale of alcohol;
- (b) to extend the exemptions specified in subsection 82. (3) to On Licences and to Club Licences; and
- (c) to provide that there be a period of 15 minutes from 4 am to 4.15 am during which a person does not commit the offence recommended in paragraph (a) above.

### Restaurant laws

5.7 As mentioned in paragraph 2.14, students at 5 of the secondary colleges visited by the committee raised with the committee the possibility of relaxing the alcohol serving laws in restaurants so that when young people were out with their family, with their parents, they could, with their parents' consent, be served alcohol. The students arguing that in such a family related environment they could be taught much about socially acceptable alcohol related behaviours whilst at the same time being under parental supervision.

5.8 The committee can see much merit in this suggestion:

- It is readily subsumed under the philosophy of harm minimisation.
- It relocates the onus of parental responsibility back with the parents.
- It lessens the State's interference in family based social and cultural role modelling.
- It establishes, and contributes safety and openness to, an overt rite of passage so obviously missing from our society (*see* paragraph 2.3).

5.9 The committee has also examined a number of the reasons why there might be opposition to such an approach. In the opinion of the committee the primary reason for opposing such a suggestion is based, in its entirety, on the proposition that "if society cannot deal with the

exception then society must ensure that nobody has access to such a liberalising of the law". A secondary reason, which in reality follows from the primary one just outlined, is one that insists that a particular, dominant group's moral point of view requires, or is entitled to, the imprimatur of the law.

5.10 The committee dismisses both objections. It holds to the view that in a democratic pluralist society like ours it is not tenable to argue that the social reality of the majority of our citizens should be circumscribed in any way simply because a problem posed by a very small minority in society might prove to be intractable. With regard to the secondary reason this committee can only reiterate the strong view expounded by its predecessor, the Select Committee on HIV, Illegal Drugs and Prostitution:

The committee is of the view that the personal morality of individuals ... ought not to find expression in the criminal law other than to ensure the rights of others are protected.<sup>(3)</sup>

and

... the enforcement of one group's private morality by criminal sanctions is not an acceptable role for the law in a pluralistic society.<sup>(4)</sup>

5.11 The committee can see no reason why young people, in the company of their parents, cannot, at the request of their parents, be served alcohol in a restaurant, which anecdotally is a common practice in the ACT anyway. The committee, on the other hand, can see no benefit to be gained by permitting young people to purchase alcohol at their parents' request and, consequently, will not be recommending such a move.

5.12 It is the committee's belief that the term 'parent or guardian' has substantive meaning at law and as such can appropriately be used in amending legislation to give effect to the committee's recommendation. The committee also believes that the Attorney-General would be an appropriate person to introduce such necessary amendments into the Assembly.

#### Recommendations 21 and 22

5.13 The committee recommends:

**That the *Liquor Act 1975* be amended to allow young people, under the age of 18 years, to be served alcohol on licensed premises, solely in those circumstances where those young people are both:**

**(a) in the company of a parent or guardian; and**

<sup>3</sup> Select Committee on HIV, Illegal Drugs and Prostitution, Interim Report, Prostitution in the ACT, April 1991, Canberra, paragraph 7.23

<sup>4</sup> *Ibid*, paragraph 7.30

**(b) are being served with a meal.**

**That the Attorney-General introduce into the Assembly amendments to the *Liquor Act 1975* to give effect to Recommendation 21.**

— 8 —

## 6. CONCLUSIONS

### Education strategies

6.1 Although the committee was impressed with school based education with respect to the use and abuse of alcohol it concluded that more attention needs to be given to industry based education; and thus it has recommended as follows:

#### Recommendation 1 (paragraph 3.15)

That an on the job training program dealing with the responsible serving of alcohol be established for bar staff and other serving staff working in licensed premise.

#### Recommendation 2 (paragraph 3.15)

That the job training program recommended in Recommendation 1 be run jointly by the government, the industry, the trade union movement and the Canberra Institute of Technology.

#### Recommendation 3 (paragraph 3.15)

That there be a public education campaign on responsible serving and the rights of serving staff to refuse to serve patrons in the relevant circumstances.

### Binge drinking

6.2 The committee has concluded that a major contributing factor to binge drinking by under aged people is a lack of parental understanding of the problem which has led, in turn, to a lack of parental supervision. The committee has recommended that there be a public education campaign as follows:

#### Recommendation 4 (paragraph 4.15)

That a public education campaign, of relatively short duration, be mounted to bring to the attention of parents in the ACT –

- (a) the extent to which young people engage in under age drinking, including binge drinking; and
- (b) the associated health problems which can arise from such activity.

#### Recommendation 5 (paragraph 4.15)

That the Department of Health and the Department of Education and Training jointly organise the public education campaign referred to in Recommendation 4.

### Proof of Age Card

6.3 Having examined all of the arguments proposed to the committee for and against the introduction of a 'Proof of Age Card' it has concluded that substantial benefit will accrue to the whole of the ACT community with the introduction of such a card. The committee has therefore recommended as follows:

#### Recommendation 6 (paragraph 4.36)

That the ACT Government issue to people, on voluntary application, an identification card, to be known as a 'Proof of Age Card', certifying as true the date of birth appearing on the card as the date of birth of the person to whom the card was issued and whose photograph and name appear on the card.

#### Recommendation 7 (paragraph 4.36)

That the 'Proof of Age Card' be issued on voluntary application to people who have obtained the age of 18 years.

#### Recommendation 8 (paragraph 4.36)

That the 'Proof of Age Card' be available from the same issuing sites as driving licence renewals.

#### Recommendation 9 (paragraph 4.36)

That the 'Proof of Age Card' be similar in presentation to a driving licence.

#### Recommendation 10 (paragraph 4.36)

That the 'Proof of Age Card' contain only the following information –

- a photograph of the person to whom the card is issued;
- the person's name;
- the person's date of birth;
- the imprint "AUSTRALIAN CAPITAL TERRITORY – Proof of Age Card";
- a certification that the date of birth appearing on the card is the date of birth of the person whose photograph and name appear on the card;
- the disclaimer "This card is not to be used for any other purpose than the proof of age of the person whose photograph and name appear on the card".

#### Recommendation 11 (paragraph 4.36)

That a fee of \$5 be charge for the issue of the 'Proof of Age Card'.

**Recommendation 12 (paragraph 4.36)**

That the 'Proof of Age Card' not be renewable (but one new 'Proof of Age Card' may be issued where a claim is made that the original card has been lost).

**Recommendation 13 (paragraph 4.36)**

That the requirements for proof of age and identity in respect of an application for a 'Proof of Age Card' not exceed those requirements for proof of age and identity necessary to obtain a driving licence.

**Recommendation 14 (paragraph 4.36)**

That sighting the 'Proof of Age Card' be a defence, under paragraph 80. (2) (c) of the *Liquor Act 1975*, in proceedings for an offence against subsection 80. (1) of that Act.

**Proclaimed Place**

6.4 Following a visit to a 'proclaimed place' in Manly in 1992 the committee gave serious consideration to establishing such a place in the Civic area. The proposal for such a place also received support from the secondary college students visited by the committee. Seeing the number of advantages which would follow from establishing a proclaimed place, the committee has recommended as follows:

**Recommendation 15 (paragraph 4.40)**

That the Government establish a working party charged with making firm proposals to Government for the establishment of a proclaimed place for young people in Civic and, if thought appropriate by the working party, in other town centres as well.

**Recommendation 16 (paragraph 4.40)**

That the working party recommended in Recommendation 15 be comprised of representatives of the Chief Minister's Department, the Department of Health, the Department of Education and Training, the Attorney-General's Department and the Australian Federal Police, ACT Region.

**Recommendation 17 (paragraph 4.40)**

That the working party recommended in Recommendation 15 report back to Government, with its firm proposals for the establishment of a proclaimed place, within four months of being established.

**An extraneous matter**

6.5 During discussions with students, the issue of an inconsistency between being an adult and being forced to pay 'adult' priced at a younger age was raised. The committee, seeing some injustice in this matter, has recommended as follows:

**Recommendation 18 (paragraph 4.43)**

That the Chief Minister consider referring to the Chief Minister's Youth Advisory Council for advice the issue of young people under the age of 18 years being required to pay 'adult' prices for goods and services.

**Liquor licensing hours**

6.6 Given the public drunkenness and the alcohol induced public violence in the Civic area between the hours of 3 am and 6 am on Saturday and Sunday mornings the committee was concerned to find a means whereby such anti social behaviour might be restricted. To that end it has recommended as follows:

**Recommendation 19 (paragraph 5.6)**

That sections 26, 27, 28 and 29 of the *Liquor Act 1975* be amended to restrict the sale of alcohol to between the hours of 8 am and 4 am the immediate following day.

**Recommendation 20 (paragraph 5.6)**

That the *Liquor Act 1975* be amended:

- (a) to make it an offence to consume liquor on premises to which a General Licence, an On Licence or a Club Licence relates, outside of the hours permitted by the licence for the sale of alcohol;
- (b) to extend the exemptions specified in subsection 82. (3) to On Licences and to Club Licences; and
- (c) to provide that there be a period of 15 minutes from 4 am to 4.15 am during which a person does not commit the offence recommended in paragraph (a) above.

**Restaurant laws**

6.7 In the committee's opinion one of the better ways for young people to be taught the pleasures and dangers of alcohol is in a family context. To that end the committee gave serious consideration to allowing young people to be served alcohol in restaurants, provided they were

both (a) in the company of a parent or guardian and (b) they were being served a meal.

Following its deliberations the committee has recommended as follows:

Recommendation 21 (paragraph 5.13)

That the *Liquor Act 1975* be amended to allow young people, under the age of 18 years, to be served alcohol on licensed premises, solely in those circumstances where those young people are both:

- (a) in the company of a parent or guardian; and
- (b) are being served with a meal.

Recommendation 22 (paragraph 5.13)

That the Attorney-General introduce into the Assembly amendments to the *Liquor Act 1975* to give effect to Recommendation 21.

- 6 -

ADDITIONAL COMMENTS

MRS ELLNOR GRASSBY, MLA

*Deputy Presiding Member Select Committee on Drugs*

Underage use of alcohol is a complex issue and not one that is easily subject to generalisations or legislative control. Whilst I am generally supportive of the Committee's Report, I feel it necessary to clarify my own position on some portions of the report.

It was very gratifying to see that students from the various colleges visited by the Committee were candid in their comments regarding the issue of drug use and abuse in their peer groups. That students thought subjects such as 'Unsafe Sex Practices' in the context of alcohol use to be of sufficient importance to bring up in their discussions with the Committee shows that the students themselves do have an understanding and concern for social problems faced by their peer groups.

I believe this inquiry has not discovered anything 'new' about underage drinking. As a former hotel proprietor in the last twenty years, my own experiences and the evidence presented to the Committee show a similarity to problems faced in the past. This report is useful in gathering the quantitative evidence available. However, the issue of underage drinking as a social problem could have been better addressed with a longer time frame.

The incidence of underage drinking appear to fall into two main categories: drinking on licensed premises, such as a nightclub; and drinking 'take away' alcohol in places such as Garema Place, at a concert or a deserted location. Each of these situations are deserving of separate consideration and different approaches to overcome the problem. Superficially these problems seem the same. However, my experience leads me to believe there is a vast difference between drinking in a social environment, such as at a 'disco' and drinking for the sole reason of getting drunk, in a park or an area like Garema Place. The difference appears to be age and intent.

In the first situation referred to, underage patrons of Canberra's nightclubs are often close to the legal drinking age and are associating with friends who are already of age. It appears that the intent is not to achieve intoxication, however this does occur as the evening progresses. In these circumstances, proprietors need to take responsibility not only for serving underage patrons but also for serving patrons who are obviously inebriated.

The nightclub proprietors who agreed to appear before the Committee conceded that they do not stop serving alcohol to a person who is heavily intoxicated unless they are causing trouble or falling asleep (Transcript, 3/12/92, pp 228-229). The danger I perceive is that the nightclub owners seem disinclined to enforce a 'no serving of intoxicated patrons rule'. In the United States, two states have enacted 'Dram Shop Laws' which have codified the circumstances under which a bar proprietor is held legally liable for the injuries and damage inflicted by a person who became intoxicated on their premises. The possibility of Australian Parliaments following this example precipitated by common law actions cannot be discounted. It is imperative that proprietors are encouraged to embrace the concept of responsible beverage service for all their patrons.

The example set by the Canberra Institute of Technology in teaching responsible beverage service to students is to be encouraged. It must be pointed out however, that many bar staff in Canberra do not have this sort of formal training. The application of an on the job training course is to be supported. This should be performed in conjunction with the Australian Liquor, Hospitality and Miscellaneous Workers Union representing staff interests as an essential part of the overall program. Union involvement is crucial in the process as the possibility of an unscrupulous owner pressuring a staff member to keep selling alcohol to an intoxicated person must not be overlooked.

In the second situation, underage drinkers are obtaining alcohol from 'off licences' such as supermarkets which is quite disturbing. The fact that much of this alcohol is consumed with the

sole intention of getting drunk is of great concern to me. A binge drinking session held in a park, an underpass or other hidden place increases the possibility of serious injury or fatality.

Testimony stating underage drinkers could prevail on adults to purchase alcohol for them is serious. Perhaps the most disturbing aspect is adults that have been prevailed upon by youth that have stopped them in the street and have purchased alcohol on their behalf. This reflects a lack of understanding in the general community of the effects of underage drinking and binge drinking in particular. For this reason, I strongly support an education process in the community at large to raise awareness of the consequences of underage drinking.

Purchase of alcohol from an 'off licence' appears to be a major contributor to the binge drinking problem. I would like to see a tightening of liquor licensing laws preventing underage employees from selling alcohol and more stringent procedures for enforcing proof of identity introduced. Introducing a minimum age of 18 for those selling alcohol would reduce the influence of peer group pressure for the sale of alcohol.

I firmly believe that alcohol misuse by youth is a social problem and cannot effectively be dealt with by purely legal mechanisms or a pseudo Australia Card. The effectiveness of the 'Pub Card' on reducing underage drinking has been considerably exaggerated. Many people have promoted 'Pub Card' as a panacea for underage drinking problems and yet it continues even in those states where the card has been introduced. Whilst there is a demand for alcohol by youth, the distribution of this form of identity will not solve the problem of underage drinking. The students interviewed candidly admitted how current laws could be circumvented and I have no doubt that a 'PubCard' could also be got around. Various schemes were related of how to obtain false identification and if all else fails there appears to be an alarming trend where older friends are willing to obtain alcohol on behalf of minors. A Pub Card will do nothing to solve this problem.

For any system of identification to succeed, the sources of primary information need to be of impeccable credibility. 'Pub Card' does not exhibit these characteristics and I have heard no evidence that will guarantee the reliability of information on which a 'Pub Card' is issued. Whilst much has legitimately been made of the privacy considerations involved, I am far more concerned that a traffic will develop in false identification. Recent reports, such as that in the Community Times of 20 May 1993 of mail order fake identification reinforce my concerns of the credibility of this form of identity.

Introducing a 'Pub Card' with questionable or deceptive primary evidence or which could easily be forged may have unforeseen ramifications in other areas where positive identification is required. The Commonwealth Cash Transactions Reporting Act requires banks to positively identify new clients by way of a detailed points test. By another questionable form of identification being introduced, a new growth industry could be created in fake identification and may result in serious questions being asked about all forms of identification, for all citizens. Furthermore, an 18 year old who has a Driver's Licence or Passport has no need of a 'Pub Card' therefore a *Catch 22* situation develops where if you can prove that you are 18 to obtain a 'Pub Card' you do not need one.

The question of educating our children in the use and abuse of alcohol cannot start too young. Whilst discussing some of the U.S. programs with Dr Emily Garfield of Stanford University she made the point that an adult's future behaviour is determined quite early, as young as kindergarten age. Dr Garfield, with 25 years experience in this area, has designed and conducted a program called 'DECIDE' which operates to identify 'at risk' children at an early age and then provide support within the school system to those children. My observations of this program show an enlightened syllabus in which all forms of drugs use, including legal drugs, is discussed with children in an open and caring manner. The program has been adopted in countries as far afield as Brazil and in all reports is a great success. If the problem of alcohol abuse is ever to be addressed it must begin day one in the school system.

Finally, the community focus must be changed from the legal question of underage drinking, to the social question of: why do teenagers feel the need to drink? When we can answer this question, we will truly be able to say we understand the issue of underage drinking.

## APPENDIX A

## SUBMISSIONS ADVERTISEMENT

## AUSTRALIAN CAPITAL TERRITORY

## (COAT OF ARMS)

## LEGISLATIVE ASSEMBLY

## SELECT COMMITTEE ON DRUGS

---

The Select Committee on Drugs is holding inquiries into the ACT Methadone Program, into problems associated with the use of tranquillisers/benzodiazepines and into problems associated with alcohol and youth. The Committee is interested to hear from people and organisations who have views on:

## Methadone and –

- the efficacy of the current Methadone Program;
- alternative Methadone dispensing methods;
- client/service relationships within the Methadone Program.

## Tranquillisers/benzodiazepines and –

- the use of tranquillisers/benzodiazepines;
- dependency and other side effects of tranquillisers/benzodiazepines;
- alternative health strategies.

## Alcohol and Youth and –

- underage drinking;
- binge drinking;
- social and health effects of alcohol on young people;
- alternative social strategies.

Submissions should be received by 5 June 1992.

Submissions and inquiries should be directed to:

The Secretary  
 Select Committee on Drugs  
 ACT Legislative Assembly  
 GPO Box 1020  
 CANBERRA ACT 2601

Telephone: (06) 205 0129

## APPENDIX B

## SUBMISSIONS

<i>No.</i>	<i>Date Recd.</i>	<i>Person/Organisation</i>	<i>Ackn date</i>
1.	29. 5 92	Dr M Tedeschi	2. 6. 92
2.	9. 6. 92	Anonymous	N/A
3.	10. 6. 92	Dept of Education & Training	10. 6. 92
4.	11. 6. 92	NODSSA Inc	11. 6. 92
5.	11. 6. 92	ADD Inc	11. 6. 92
6.	11. 6. 92	ACTIV League	12. 6. 92
7.	12. 6. 92	ACT Youth Affairs Network	12. 6. 92
8.	16. 6. 92	Mr A Stankevičius	17. 6. 92
9.	22. 6. 92	A-G's Department	23. 6. 92
10.	26. 6. 92	Chief Minister's Department	29. 6. 92
11.	30. 6. 92	ACT Branch, AMA	30. 6. 92
12.	7. 7. 92	ACT Division, AHA	15. 7. 92
13.	4. 8. 92	Department of Health	4. 8. 92
14.	28. 8. 92	ACT Sub Bch Pharmaceutical Soc of Aust and the ACT Bch Pharmacy Guild of Aust	31. 8. 92

## APPENDIX C

## WITNESSES

## ACT Intravenous Drug Users League

Ms Judith Therese Byrne – Coordinator

## Assisting Drug Dependence Incorporated

Ms Clair Caesar – Acting Service Director

## Attorney-General's Department

Mr Tony Brown – Registrar of Liquor Licences

Mr Gavin Cashman – Assistant Secretary, Administrative Law and Justice Branch

Mr Edmund Stachow – Deputy Registrar of Liquor Licences

## Australian Federal Police – ACT Region

Sergeant Alan Barbour – Beat Squad

Sergeant Dennis John Dwyer – Legal Services Branch

Superintendent Chris Lathbury – Officer in Charge Legal Services Branch

Sergeant Brian McGahey – Beat Squad

## Australian Hotels Association

Ms Margaret Florence Kellahan – ACT Manager

## Australian Medical Association – ACT Branch

Dr Robert John Allen – President

Dr Keith Powell – Member

## Chief Minister's Department

Ms Harriet Clare Elvin – Acting Assistant Secretary, Social Policy Branch

Mr Garry Edwin Powell – Director – Youth Affairs

## Department of Education and Training

Ms June Hicks – Executive Policy Officer, Health

Ms Rosemary Walsh – Acting Executive Director, Public Education Services

## Department of Health

Ms Gillian Mary Biscoe – Chief Executive Officer  
 Dr Andrew Thomas Butlin – Director, Alcohol and Drug Service  
 Ms Heidi Ramsay – General Manager, Community Health  
 Ms Meriel Schultz – Policy Officer, Alcohol and Drug Service

## Knight's Discotheque

Mr Trevor Paul Finnigan – Licensee

## Licensed Club Association of the ACT

Mr George Arthur Bennett – Executive Director  
 Mr Ronald Claude Fisher – President

## Liquor Licensing Board of the ACT

Ms Robin Margaret Gibson – Chairperson  
 Mr Kenneth Francis Helm – Member

## Narcotic and Opiate Dependency Syndrome Sufferers Association Incorporated

Mr Anthony William Roben – President  
 Ms Amanda Corkery – Secretary

## Pandora's Nightclub

Mr Russell Owen Ingram – Manager

Pharmaceutical Society of Australia – ACT Sub Branch and Pharmacy Guild of Australia  
ACT Branch

Mr Bill Arnold – Vice-President, ACT Branch, Pharmacy Guild of Australia  
 Mr Peter John Holder – Chairman, ACT Sub Branch, Pharmaceutical Society of  
 Australia

## Private Bin Nightclub

Mr Peter McCoy – Licensee

## Youth Affairs Network of the ACT

Ms Megan Simes – Research and Policy Officer

## Zone Nightclub

Mr George Chris Kokkinis – Director

**REVISED POSITION PAPER****FROM THE CHIEF MINISTER'S****YOUTH ADVISORY COUNCIL****REGARDING THE****"PROOF-OF-AGE-CARD"****PROPOSAL****JULY 1992**

## INTRODUCTION

The Chief Minister's Youth Advisory Council (CMYAC) decided to revise its "Position Paper regarding the Proof-of-Age Card Proposal" after its recent meeting with officers from the Attorney-Generals Department <sup>(1)</sup>.

### THE CONTEXT

In a report conducted for the ACT Administration, Catelin <sup>(2)</sup> makes the point that the focus of his paper, and indeed most literature on underage drinking is on a minority of young people. He states "...It still needs to be remembered that most young people learn to drink responsibly and avoid those problems normally associated with the practice".

A recent report by the Alcohol and Drug Service <sup>(3)</sup> shows that of young people who binge drink, 62% consume the alcohol at friends places, with no parents home; 46% at home, with no parents home; 37% at home with parents; and only 32% at a dance, disco, club or hotel. The figures for non-binge drinkers are 31%, 25%, 54% and 13% respectively. The Card would have no impact in the areas where the most alcohol is consumed.

Evidence made to the ACT Legislative Assembly Standing Committee on Social Policy, in its Public Behaviour Inquiry states that

"It was argued by several witnesses that changing legislation would not necessarily make much difference to underage drinking. If underage drinkers wanted alcohol they would always find a way of acquiring it. One of the criminologists who appeared before the Committee argued that licensing solutions would not make much difference to the alcohol problem because they could always be 'got around' and the history of prohibition in the United States demonstrated the failure of such a policy" <sup>(4)</sup>.

The Minister for Health, Mr Wayne Berry's approach has been on a comprehensive program. In a speech to the ACT Legislative Assembly <sup>(5)</sup>, he outlined a range of measures that focused on awareness raising, invention and complementing NCADA initiatives.

<sup>1</sup> Advised to you in correspondence from the Young People and the Law Working Party on 4 June 1992.

<sup>2</sup> Catelin M, 1988, "Underage Drinking in the ACT" A Report to the ACT Law Consultative Group, Unpublished, Canberra.

<sup>3</sup> Alcohol and Drug Service, 1991, ACT Survey Schools Students Drug Use 1991 Highlights Report, ACT Board of Health, Canberra.

<sup>4</sup> ACT Legislative Assembly Standing Committee on Social Policy, 1990, Public Behaviour Inquiry Report, ACT Legislative Assembly, Canberra.

<sup>5</sup> Berry W, 1991, Ministerial Statement - Initiatives to Counter Alcohol Abuse, Unpublished, Canberra.

The Triple T Program <sup>(6)</sup> is one such educational measure. Triple T is a peer drug education program. Peer drug education is young people teaching other young people about drug g issues. The objectives of the Program are to increase participants knowledge of drugs, particularly alcohol, tobacco, cannabis and analgesics; to use a variety of educational strategies during the program to demonstrate and model effective methods of drug education; to expand participants views of how to implement drug education within their communities; and, to provide the opportunity for participants to improve their presentation and communication skills to be peer drug educators. The 1990/91 ACT Board of Health annual report <sup>(7)</sup> states that the Alcohol and Drug Service has had a heavy demand for the Triple T Program.

Butlin <sup>(8)</sup> also has comments on the best demand reduction strategies, stating that

"Education programs including social competency components, training, adequate time and parental involvement are likely to be most effective."

"Media campaigns can be effective in changing behaviour when carefully targeted and linked to community activities."

"The full potential effectiveness of media campaign has not yet been reached."

## RESPONSE TO THE DISCUSSION PAPER PROVIDED BY THE ATTORNEY

### GENERAL'S DEPARTMENT

The CMYAC has many problems with the current Proof-of-Age Card proposal from the Attorney-General's Department <sup>(9)</sup>. The Council in its previous papers, Response to the CPAC Report and Proof-of-Age Card Position Paper, address this issue in some depth, per Attachments B and C. The Discussion Paper from the Attorney-General's Department brought to the fore some of the issues that the Council is most concerned about.

Enforcement of the Card is one of CMYAC's main concerns. In the Discussion Paper, it states that licensing inspectors have limited patrols in the ACT region. The Paper then describes one

<sup>6</sup> Broad B, 1990, Triple T Manual, Alcohol and Drug Service, Canberra.

<sup>7</sup> ACT Board of Health, 1991, ACT Board of Health Annual Management Report 1990-91, ACT Government, Canberra.

<sup>8</sup> Butlin A, 1991, Effective and Ineffective Demand Reduction Approaches to Problems Arising from the Use of Alcohol and Other Drugs: A Review of Literature, Alcohol and Drug Service, Canberra.

<sup>9</sup> See Attachment A for a copy of the Discussion Paper.

of the reasons for the failure of similar Cards in other jurisdictions as being that there is little or no enforcement of licensees requiring the production of the Card. The Paper at once makes a comment about the ACT region and then states it as the reason for the failure of Cards in other States.

Recently collected information shows that in 1988/89<sup>(10)</sup> there were 491 underage drinkers detected, with a drop to 424 in 1989/90<sup>(11)</sup>, and a further drop in 1990/91<sup>(12)</sup> to 394. All this without the use of the Proof-of-Age Card.

The CMYAC asks why it is necessary to have the Card in the first place if the licensing inspectors are out "on the beat" checking those suspected of being underage drinkers.

The take-up (sic) rate of the Card is another cause for concern. The Discussion Paper states that there are presently 4500 young people who might take advantage of the Card. This number is further Reduced however, by those young people who don't drink, who look over 18 anyway or who soon expect to get a licence. Economies of scale would suggest that the cost of setting up an unproven system such as this, far outweigh the expected benefits. Statistics from NSW and Victoria on take up rates support this statement.

The Department's proposal has also raised an interesting issue of civil liberties. The proposal, as it stands, would require supporting documentation from parents and a person that the young person has known for at least two years. The reason for these requirements are that the Card would be perceived as a "licence to drink"<sup>(13)</sup>. The Council considers this to be an illogical and discriminatory proposal. There is no possible justification for a young person over the age of 18 years being required to get their parents permission to get a proof-of-age Card, let alone a statement from a person that they have known for two years. The age of 18 is when you are legally considered to be an adult. This proposal is discriminatory because people who are older than the target group and those who have a driver's licence or passport don't require such permission to drink.

<sup>10</sup> ACT Gaming and Liquor Authority, 1989, ACT Gaming and Liquor Authority Eighth Annual Report 1988-1989, ACT Gaming and Liquor Authority, Canberra.

<sup>11</sup> ACT Gaming and Liquor Authority, 1990, ACT Gaming and Liquor Authority Ninth Annual Report 1989-1990, ACT Gaming and Liquor Authority, Canberra.

<sup>12</sup> ACT Department of Justice and Community Services, 1991, ACT Department of Justice and Community Services Annual Report 1990-91, AGPS, Canberra.

<sup>13</sup> Discussion Paper, Page 1, Paragraph 7.

The CMYAC is also concerned about the proposed cost of the Card. The Council cites its previous recommendation that the introduction of the Card should be "...at a nominal cost to include provision for a photo or make it free."<sup>(14)</sup> The Council would further argue that the cost be altogether waived for those young people on any sort of Department of Social Security or Department of Education, Employment and Training benefit.

Another civil rights question arises from the Paper's claim that the Card may be obtained "on a purely voluntary basis"<sup>(15)</sup>, as the Paper goes on to say that the Liquor Act will be amended to limit licensees defence to the Card, a Driver's Licence or a passport. This restriction would virtually ensure that young people without the Card, or other prescribed forms of identification, even if they have a Birth Certificate, would not have access to the same services that those young people with the forms of identification have. This is certainly not social justice.

The CMYAC is of the opinion that the Liquor Act could be tightened to require that only original forms of identification, ie, passport, birth certificate and driver's licence, be accepted as proof of age. This would negate the perceived need for the Card.

The Council would also comment that the Paper's claims regarding "a burgeoning 'backyard' industry"<sup>(16)</sup> in the production of fake forms of identification seem to be a scare tactic. The Paper's claims have no foundation and the Council feels that this sort of anecdotal evidence does not justify the introduction of the Card.

The CMYAC is of the view that this new legislative requirement to be imposed on young people, is merely for the benefit of licensees and has no real benefit for the situation of young people in the ACT. The mere fact that it advantages one group in the community, the licensees, while disadvantaging another group, young people, makes it contrary to social justice principles. Especially when the discriminatory nature of the Card is taken into account.

<sup>14</sup> Chief Minister's Youth Advisory Council, 1991, Position Paper from the Chief Minister's Youth Advisory Council regarding the "Proof of Age Card" Proposal, Unpublished, Canberra.

<sup>15</sup> Discussion Paper, Page 1, Paragraph 4.

<sup>16</sup> Discussion Paper, Page 2, Paragraph 1.

**CONCLUSION**

The CMYAC considers that the major problems with the proposal from the Attorney-General's Department are those of enforcement, take-up (sic), the discriminatory nature of the Card and the proposed cost of the Proof of Age Card. The Council is of the opinion that alternatives to the proposed changes to the legislation and education programs would be more beneficial to young people than the Proof of Age Card system. The abuse of alcohol by those underage is of great concern to the Council and indeed those young people who we've consulted. However, our recommended solutions for change have focused on educational rather than legislative methods

**RECOMMENDATIONS**

- 1) That the Government reject the proposed introduction of the Proof of Age Card.
- 2) That in pursuance of the Government's focus on educational programs, peer drug education programs be targeted for funding increases.

**PROOF OF AGE CARD - DISCUSSION PAPER**

Underage drinking remains a serious problem in the ACT community. The supply and sale of liquor by liquor licensees to underage persons remains a significant aspect of the problem. Licensing inspectors, in their limited patrols of the region, detected 223 incidents of underage drinking in the 1990/91 financial year. A total of 243 have been detected in the 11 months of this financial year. Even more significantly 38 and 16 licensees have been detected selling liquor to minors in the 1990/91 and for the first 11 months of the 1991/92 financial years respectively.

Numerous inquiries have been conducted throughout Australia, including the ACT Assembly's Standing Committee on Social Policy inquiry into Public Behaviour, in which concerns have been expressed about the extent of underage drinking. One initiative that has been put forward and adopted in the other jurisdictions to assist in combating underage drinking is the introduction of a proof of age card scheme for those persons over the age of 18 years who do not have access to other forms of reliable identification. The Drug Offensive's National Health Policy on Alcohol recommends the introduction of some form of positive identification to establish the age of drinkers.

There is no one solution to this complex problem. Limiting the availability of alcohol by requiring licensees to positively establish the age of customers is a significant contribution to a range of demand reduction and supply control strategies aimed at minimising the harm associated with underage drinking in place in the ACT.

While the advent of photographic driver's licences has helped to satisfy this need, statistics indicate that over 4,500 ACT residents between the ages of 18 and 21 years do not hold driver's licences. To fill this void it is necessary that young people who do not have a driver's licence can obtain, on a purely voluntary basis, high standard official documentation proving their age. A 'Proof of Age Card' scheme would, as in all other Australian jurisdiction (except Western Australia), meet this requirement.

It would seem that some other jurisdictions have, on the basis of anecdotal evidence, had mixed success in relation to the proof of age card being a positive initiative in the reduction of underage drinking. Problems have included; fraudulently issued cards; licensees not supporting the scheme thereby reducing its effectiveness; little if any enforcement to encourage licensees to require the production of the card; lower than expected acceptance of the card by the target group; and no impact on the consumption of alcohol on private premises.

Dealing with the issues seriatim and commenting on how a proof of age card scheme in the ACT will address, either totally or partly, those concerns.

- The card, which will resemble a driver's licence, will be available through the Motor Vehicle Registry and Government shop fronts. In addition to the normal safeguards that accompany the issue of a driver's licence, and in recognition that the card is a 'licence to drink', applications for a proof of age card will require the endorsement of a parent/guardian or someone on loco parentis. It will also be necessary for the application to be countersigned by a person who has known the applicant for a period of time other than a parent/guardian or someone on loco parentis.

While every effort will be made to ensure that cards are not issued to persons not eligible no categorical assurance can be given that such an occurrence will not occur. It is proposed to make it an offence to obtain a card by fraudulent means.

However, the likely incidence of fraudulent proof of age cards or driver's licences will be negligible compared to the number of fraudulent ID's currently being used by underage persons to purchase alcohol. It is not unusual for licensing inspectors to confiscate one or more forms of fake ID from underage persons they detain. I would go so far as to say that there is a burgeoning 'backyard' industry in the production/alteration of college ID, Birth certificates, TAFE cards etc.

- The peak industry bodies of the liquor industry in the ACT fully support the introduction of a proof of age card. They also support the amendment of the Liquor Act to tighten the defence that licensees currently have available when detected selling to an underage person.

The Liquor Licensing Board, the disciplinary body under the Act, supports the introduction of the card.

- While the regulation of liquor licensees in other jurisdictions is undertaken by the police the majority of regulation in the ACT is undertaken by licensing inspectors appointed under the Liquor Act. The proposed amendment of the Act to limit licensees defence to circumstances where a proof of age card, driver's licence or a passport has been sighted will more readily enable inspectors to target licensees to ensure that they are not contravening provisions of the Act.

- It is not expected that a large number of cards will be issued. The target group is only believed to be approximately 4500 people with a further 900 (maximum) being eligible for the card each year.

- The proof of age card is not targeted at the problem of consumption of alcohol by underage persons on private premises. In fact the Liquor Act does not regulate this activity. Therefore the fact that introduction of a proof of age card will not have an impact on this form of alcohol consumption is irrelevant in relation to the consideration of whether the introduction of the card will impact upon the supply of liquor to underage persons by licensees.

In summary the Proof of Age Card scheme would be a voluntary scheme whereby persons over the age of 18 years who do not have access to other forms of suitable identification can purchase a proof of age card from the Motor Vehicle Registry. The major focus of the scheme however is to enable the amendment of the Liquor Act to limit the defence available to licensees who are detected selling liquor to a person under the age of 18 years to circumstances where a proof of age card, driver's licence or a passport indicating that the person is over the age of 18 years has been sighted.

## INDEX

- A**
- ACT**  
 Liquor Licensing Board, 27, 28  
 Methadone Clinic, 3  
 Police, 4, 9, 20, 30, 32, 38  
 Secondary Colleges, 4, 6, 20, 22, 26, 27, 30, 33  
 Student Survey 1991, 10, 22  
 Adult prices and young people  
 Proposed reference to Youth Advisory Council, 31, 39  
 Student discussion, 9  
 Advertising, 7  
 Alcohol and  
 Drug Directorate (NSW), 3  
 Drug Foundation (Cwlth), 11  
 Drug Service (ACT), 10, 16  
 Drugs Foundation, Qld, 3  
 Ease of purchase, 9  
 Maternity, 8  
 Responsible serving, 17, 18, 19  
 Attorney-General's Department  
 Proclaimed place working party, 30, 38  
 Proof of Age Card, 24, 25  
 Attorney-General, 34, 35, 40  
 Australian Hotels Association, 18, 25, 27, 28
- B**
- Banks, Mrs S, 3  
 Bar staff, training of, 17, 18  
 Benzodiazepines  
 Inquiry, 1, 2  
 Second interim report, 2  
 Binge drinking  
 committee reference, 2  
 Definition, 7  
 Extent of problem, 22  
 Locations, 22  
 Maturing out, 12, 24  
 Public  
 Awareness, 23  
 Education campaign, 23, 24, 36  
 Strategies and resources, 16, 20  
 Student discussion, 7  
 Unsupervised, 22, 23  
 Birth certificate, 27
- C**
- Canberra  
 Church of England Girl's Grammar School, 6  
 Institute of Technology, 18, 19
- Chief Minister's  
 Department, 20, 30, 38  
 Youth Advisory Council  
 Proof of Age Card, 25, 28  
 Proposed reference on adult prices, 31, 39  
 Youth Advisory Council, 20, 21  
 Civic Beat Patrol, 4, 32  
 Consumption of alcohol, 33  
 COPE Program, 3  
 Crimes (Amendment) Bill 1993, 32  
 Cultural traditions, 5
- D**
- Department of  
 Education (Qld), 5, 16  
 Education and Training (ACT), 16, 23, 24, 30, 36, 38  
 Health (ACT), 16, 23, 24, 30, 36, 38  
 Detoxification Unit, Woden Valley, 3  
 Dickson College, 4  
 Drinking  
 Age, lowering of, 10  
 Frequency of  
 ACT students, 11  
 Adults, 11  
 NSW students, 11  
 SA students, 11  
 Per drinking session  
 Adults, 11  
 Female students, 11, 12  
 Male students, 11, 12  
 Supervised, 22  
 Unsupervised, 11  
 Driver's licence, 24, 27  
 Drugs of Dependence (Amendment) Bill 1992, 1, 2  
 Drugs of Dependence (Amendment) Bill (No. 3) 1992, 1
- E**
- Education  
 Health Curriculum Framework, 16  
 Higher education curriculum, 16  
 Industry based, 16, 17, 36  
 School based, 16, 36  
 Strategies, 16  
 Student discussion, 8  
 Erindale College, 4
- H**
- Harm minimisation, 5, 30, 33  
 Hawker College, 4

Health Education Curriculum Framework, 16  
 High School Students, 8  
 Higher education curriculum, 16  
 HIV infection, 9

## I

## Identification

Falsification of, 27  
 Original forms of, 27  
 Illicit drugs, 8  
 IMPACT program, 20, 21  
 Inebriated sex, 9  
 Innovative Health Services for Homeless  
 Young People, 20, 21  
 Interstate visit, 3

## L

Legal strategies, 32  
 Licensed  
 Clubs Association of the ACT, 28  
 Clubs, 32, 39  
 Premises  
 Access to, 27  
 Ease of entry, 10  
 Licensing hours, 32, 33, 39  
 Liquor  
 Act 1975, 24, 33, 34, 35, 39, 40  
 Licensing  
 Board, 27, 28  
 Inspectors, 9, 20, 26  
 Section, 26, 27  
 Retail outlets, 32  
 Louisa Lawson Centre (NSW), 3  
 Low alcohol beer and wine, 10

## M

MacAvoy, Dr M, 3  
 Manly  
 Council, 3, 30  
 Youth Centre, 3, 38  
 Marijuana, 8  
 Methadone  
 First interim report, 1  
 Inquiry, 1  
 Minister for Education and Training (ACT), 17  
 Ministerial Committee (NSW) on under aged  
 drinking, 3

## N

Narrabundah College, 4  
 National  
 Campaign Against Drug Abuse, 7, 23  
 Centre for Epidemiology and Population  
 Health, 21  
 Nightclubs and discotheques, ease of entry,  
 10

## O

Open Family Foundation, 21  
 Opioids, 8

## P

Parental supervision, 36, 33  
 Passport, 24, 27  
 Phillip College, 4  
 Pregnancy, 9  
 Proclaimed place  
 Establishment of, 20, 38  
 Need for, 30  
 Student discussion, 9  
 Visit to, 3, 38  
 Working party on, 30, 38  
 Proof of Age Card  
 Attorney-General's Department, 24, 25  
 Chief Minister's Youth Advisory Council, 25  
 Cost of, 26, 28  
 Forms of identity, 26  
 Introduction of, 22, 20, 27, 28, 37  
 Student discussion, 7  
 Pub card. See 'Proof of Age Card'.  
 Public  
 Behaviour problems, 32  
 Education campaign  
 Binge drinking, 23, 24, 36  
 Responsible serving, 18, 19, 36  
 Hearings, 2

## R

Red Cross Youth Health Project, 21  
 Regency House, Sydney, 3  
 Regional Youth Centres, 21  
 Responsible serving, 17, 18, 19  
 Restaurant laws  
 Proposed changes, 32, 33, 34, 39, 40  
 Student discussion, 8  
 Rite of passage, 5, 12, 24, 33

## S

School of Tourism and Hospitality, 18  
 Seidler, Dr R, 3  
 Select Committee on  
 Drugs  
 Appointment, 1  
 First interim report - Methadone, 1  
 Second interim report - Benzodiazepines,  
 2  
 HIV, Illegal Drugs and Prostitution, 5, 34  
 Sexually transmitted diseases, 9  
 Short Cuts Information and Advocacy Service  
 for Young People, 21  
 Skinner, Ms G, 3  
 Social  
 And private functions, access to alcohol, 9  
 Strategies, 20  
 Traditions, 5

St Edmund's College, 4  
 St Vincent's Hospital, Sydney, 3  
 Standing Committee on Social Issues (NSW),  
 3  
 Stirling College, 4  
 Street offences, 32  
 Submissions, 2  
 Survey of  
 Alcohol, Tobacco and Other Drug Usage by  
 SA Children, 10  
 Drug Use by NSW Secondary School  
 Students (1989), 11  
 Symbolic use of alcohol, 5  
 Symonds, Ms A, MLC, 3

## T

Trades and Labour Council of the ACT, 18  
 Training  
 Bar staff, 17, 18  
 Licensees and management, 17  
 On the job programs, 18, 19, 36  
 Tranquillisers, 1

## U

Under aged drinking  
 committee reference, 2

Union membership, 18  
 Unsafe sex practices, 9

## W

Winter School in the Sun Drugs Conference,  
 3, 25  
 Witnesses, 2  
 Wodak, Dr A, 3  
 Woden Valley Hospital, 3  
 Working party on Proclaimed place, 30, 38

## Y

Young  
 People and adult prices  
 Proposed reference to Youth Advisory  
 Council, 31, 39  
 Student discussion, 9  
 Women, harassment concerns, 27  
 Youth  
 Accommodation Group, 21  
 Affairs Unit, 20  
 Organisation Research and Development  
 program, 20  
 Services Grants program, 20