

Citizens' Jury

**How can we ensure we have a vibrant and
safe Adelaide nightlife?**

**Report to the Premier
13 October 2013**

Introduction

The Citizens' Jury considered numerous submissions, heard from many local and interstate experts, and shared their own knowledge, experience and research in analysing and recommending how to ensure Adelaide's nightlife is vibrant and safe. Over five full Saturdays at three-weekly intervals the jurors were assisted with the process of deliberating by skilful facilitators from the New Democracy Foundation.

The general consensus that the Citizens' Jury reached is that Adelaide nightlife is *already* vibrant and safe when compared with similar cities interstate and overseas. Therefore the recommendations are mostly concerned with how to make Adelaide nightlife more vibrant and safer than the current situation.

The research arising from the experts consulted and the submissions provided led us to realise that the question of the vibrancy and safety of Adelaide's nightlife has been addressed by several local and State Government planning and advisory bodies over recent years. The jurors benefited greatly from this work and have worked to pull together the outcomes of these various reports into an integrated plan of action.

The Citizens' Jury acknowledges that there are a variety of vibrant and safe events happening in Adelaide, but decreasing the barriers to involvement in them could increase citizen participation.

The fact that so much planning work has been done is a compliment to the Adelaide City Council, government agencies and many civic and cultural organisations. In particular, the South Australian Government is to be congratulated on the brave experiment to conduct a Citizens' Jury. The Jury considers it to have been worthwhile and hopes that future governments might consider it worthwhile for other issues.

Recent developments, such as the Adelaide Oval stadium and footbridge, the redevelopment of the south bank precinct of the River Torrens and changes to the Liquor Licensing laws for small, "pop-up" venues, all suggest that the recommendations of previous reports are implemented over time. The Jury's hope is that the following recommendations are feasible enough to be implemented in the near future.

The Citizens' Jury learned a great deal about what makes Adelaide nightlife vibrant and safe and about many plans and proposals to make it more vibrant and safer. The plans and proposals to make Adelaide nightlife safer are centrally coordinated by the public safety authorities and implemented by SA Police, who are generally doing a good job in difficult circumstances. The plans and proposals to make Adelaide nightlife more vibrant, however, have no central coordinating authority.

Executive Summary

The Jury addressed their charge by looking at the focus areas of Commerce, Infrastructure, Alcohol Licensing, Transport, Medical, Education, and Events and Activities.

Recommendations

1. The Jury feels that the vibrancy of Adelaide could be greatly enhanced by the creation of one central source of event and activity information. Adelaide has a lot of events and activities to offer, but the information regarding them is scattered.
2. Encourage a diversity of businesses to trade in the night-time economy to augment the current licensed business sector.
3. Review the SA Liquor Licensing Act (1997) to ensure that licences are granted and enforced to enhance vibrancy, continuity and equity in Adelaide.
4. The State Government needs to remove vibrancy barriers to encourage people to enter Adelaide's CBD using an integrated transport system that recognises all modes of transport.
5. The jury values, and encourages the government to preserve, the use of education programs in school and community groups to promote safety.
6. Establish an independent advisory body to oversee the strategic planning of infrastructure projects with consideration for safety and vibrancy.
7. Establish an 'Injury and Outcome Reporting System'.

Events and Activities

Recommendations

Central source of information

- The Jury feels that the vibrancy of Adelaide could be greatly enhanced by the creation of one central source of event and activity information. Adelaide has a lot of events and activities to offer, but the information regarding them is scattered.
- This central source needs to accommodate all events and recreational activities, both major and minor, and be the connector for organisations such as Events SA, Adelaide City Council, Multicultural SA, Community Arts SA, etc. This source needs to provide information through various methods including:
 - Website
 - Social media
 - Mobile apps
 - Hard print
 - Signage and screens
 - Subscriptions, etc.

An awareness campaign

- An awareness campaign is needed to generate pride and build community spirit, focusing on the diversity of events and activities available, including multicultural activities.
- This campaign can be linked with Adelaide's rapidly evolving infrastructure, such as the Adelaide Oval redevelopment, footbridge, RAH, Victoria Square and Rundle Mall.
- An advertising campaign will be beneficial to the revitalisation of our city and encourage the community to be a part of it.

Encourage pop-up events, activities and eateries

- Simplify the process for pop-up events, activities and eateries to be established in order to enhance vibrancy and constant change.
 - Pop-up events would offer alternatives to alcohol consumption particularly in key locations such as Hindley Street.
 - Such events could include markets, skating, sports, art workshops, ethnic performances, building decoration and flash mobs.

Parking

- For certain events the cost of the event ticket could include a parking spot or reduced-cost parking in order to encourage people to attend.

Commerce

We acknowledge the work of many different government agencies, community groups and businesses that work tirelessly to make Adelaide a vibrant and safe city.

We feel that Adelaide's nightlife has an adequate representation of licensed premises. The introduction of retail and service businesses into the night-time trading periods could ensure the vibrancy and safety of Adelaide's current and future generations.

Recommendations

Encourage a diversity of businesses to trade in the night-time economy to augment the current licensed business sector

- Such initiatives could include:
 - Flexible use of space eg shop share
 - Mentoring
 - Introduce flexibility of current trading hours
 - Connect business with events and vice versa
- The Jury discussed the complexity around penalty rates in considering trading hours but have elected to make no recommendation on this.

State Government to partner with business to develop and implement recommendations in this report.

- Some of the recommendations in other sections of this report could be achieved through these strategic partnerships. For example, medical (safe spaces), transport (extension of bus running times), and events (central source of information).

The above recommendations were developed with particular reference to the following source:

- Professor Steve Allsop, National Drug Research Institute, Video conference with Adelaide Citizens' Jury 2013
- Professor Steve Allsop, National Drug Research Institute, multiple submissions to Citizens' Jury 2013

Alcohol Legislation

The Jury believes the Liquor Licensing Act (1997) should be reviewed to ensure the license is tailored to enhance vibrancy and safety in Adelaide. It should encourage a continuity of entertainment options from the early evening economy through to late night. All people, regardless of age or background, should feel comfortable participating in Adelaide's nightlife.

The small venue license is a good step towards providing diversity of venue options, however licensees are restricted in types of entertainment they can offer and are effectively restricted to being bars.

The negative social consequences of irresponsible alcohol consumption have led to the creation of an onerous licensing regime. However, these high barriers to entry (licensing and planning) have created an unfortunate outcome: venues providing culturally enriching but financially marginal entertainment are discouraged in favour of business models that maximise the volume of liquor sold.

As a guiding principle, the Jury would like this changed by making licenses easier to acquire, but also easier to lose if the venue contributes negatively to Adelaide's nightlife.

When designing license conditions, the Licensing Commissioner should be mindful of creating unintended impediments to providing entertainment. For example, clause 35(2)(a) of the Act specifies that the holder of an Entertainment License must "primarily and predominately" provide live entertainment. This may encourage applicants who would like to provide only *occasional* live entertainment to seek another sort of license and therefore be excluded from providing live entertainment.

Recommendations

Remove restrictions on Entertainment Licenses

- Amend clause 35(1)(b) to remove the reference to a 9pm start time. Entertainment should be encouraged in the early evening/after work economy to appeal to a broader demographic.

Customised licensing regime

- The Act currently defines several types of licenses from which an applicant may choose to apply. Each contains restrictions that limit the sort of business the successful applicant may operate.
- The Citizens' Jury felt that vibrancy would be enhanced under a customised regime. Applicants should explain the nature of business they wish to operate and the Commissioner would apply license conditions they deemed appropriate given the particular circumstances.

- In the first instance, restrictions should be light, but with regular opportunity to review and adjust as licensees establish a trading record.

Licensing Commissioner to have the power and resources to actively monitor and enforce its own conditions

- The Commissioner should be more proactive in pursuing breaches of license conditions including the removal of licenses altogether.

To continuously monitor and evaluate the 3am lockout to determine if there is a demonstrable improvement in safety

- The jurors felt that this was a not unreasonable restriction which balances the considerations of vibrancy and safety.
- The lockout should be reviewed for its effectiveness as well as any unintended consequences.
- The Jury felt the Casino should not be excluded from the late night code of conduct and the lockout.

Transport

Underpinning the Jury's broader recommendations is the belief that CBD vibrancy must be encouraged, not discouraged. This extends to the role both public and private transport plays in fostering a safe and vibrant environment.

The key components to a safe and vibrant Adelaide, as it relates to transport, are to make it as easy to get into the CBD as it is to get out of the CBD. These components include cost barriers, accessibility, availability, flexibility and reliability.

The State Government needs to improve the reliability and availability of public transport to encourage people to safely enter and exit Adelaide's CBD.

The State Government needs to remove vibrancy barriers to encourage people to enter and exit Adelaide's CBD using an integrated transport system that recognises all modes of transport.

The Jury has identified that private modes of transport are equally important, as public transport is not suitable for all people at all times.

Recommendations

- Extend accurate and extensive "real time" information to public transport users regarding services across the entire public transport network as a priority.
 - Improve real time disability access information to enable disabled people to know when disability friendly services are available.
- Extend public transport timetables for Friday and Saturday nights to match service needs.
- Reintroduce conductors on trains and trams to improve safety and decrease occurrences of fare evasion.
- Introduce a "smart ticket" system that allows the integration of payment options between public transport and parking fees (both on street and off street).
- Incorporate public transport fares into ticket prices for all major events based on the current football and Clipsal 500 models.
- Implement road closures to encourage ease of movement and promote pedestrian safety when major events take place.
- Explore the introduction of one-way streets to facilitate better traffic management.

- Conduct a review of car parking fees – both on- and off-street – across Adelaide and report on these findings publicly.
- Withdraw measures, including cost barriers, that discourage people from driving into the Adelaide CBD and therefore discourage them from contributing to vibrancy. [*Minority report: one juror dissents on this point and does not support the recommendation.*]
- Improve bicycle access and infrastructure in Adelaide by ensuring that bicycle lanes are well planned and integrated with other transport modes without slowing public and private transport.

The above recommendations were developed with particular reference to the following sources:

- Wen-Tai Lai, Ching-Fu Chen, 2011, *Behavioral intentions of public transit passengers—The roles of service quality, perceived value, satisfaction and involvement*, *Transport Policy*, 18, 318-325
- Luigi dell’Olio, Angel Ibeas, Patricia Cecin, 2011, *The quality of service desired by public transport users*, *Transport Policy*, 18, 217-227
- Rosemary Bromley, Colin Thomas and Andrew Millie, 2000, *Exploring Safety Concerns in the Night-Time City: Revitalising the Evening Economy*, *The Town Planning Review*, Vol. 71, No. 1 (Jan., 2000), pp. 71-96
- Cosgrove, D.C. (2011). Long-term patterns of Australian public transport use. Conference paper delivered at the 34th Australasian Transport Research Forum (ATRF) Proceedings held on 28 - 30 September 2011 in Adelaide, Australia.
- Meng, L., Holyoak, N., & Taylor, M. (2011), *Increasing the Patronage of Adelaide’s Northern Rail Corridor*, Conference paper delivered at the 34th Australasian Transport Research Forum (ATRF) Proceedings held on 28 - 30 September 2011 in Adelaide, Australia.

Education

The Citizens' Jury is of the understanding that there is a positive level of education and support available to schools and the wider community. However the jurors believe connecting agencies could assist further in educating people to promote and encourage a safe and vibrant Adelaide nightlife. The Jury values, and encourages the government to preserve, the use of education programs in schools and community groups to promote safety.

Recommendations

The use of education programs in schools and community groups is valued

- Schools and community groups to have equal access to programs on alcohol/drugs/safe partying.
- Schools and community groups to have equal access to programs based on resilience and self-esteem/confidence.
- These programs should be available for both students and families.
- Schools to be strongly encouraged to offer these programs and to be provided access to sufficient funding.
- Schools to communicate with families during the running of these programs and provide resources to reinforce the messages at home.
- Government funding to be made available to schools for these programs.

Facilitating agency communication

- Compile a central list of agencies/individuals who provide these programs.
- This central list to be promoted to schools and community groups.
- Agencies to be supported to communicate with each other.

The above recommendations were developed with particular reference to the following sources:

- Cooper, T., 2010, *Countering youth violence in South Australia*, Parliamentary Internship, The University of Adelaide
- Encounter Youth, 2013, Submission to the Citizens' Jury
- Cahill, H., *Taking an evidence based approach to classroom drug educations*, The University of Melbourne

- Professor Steve Allsop, National Drug Research Institute, Video conference with Adelaide Citizens' Jury 2013

Infrastructure

Strategic planning for infrastructure should have positive long-term implications for both vibrancy and safety in Adelaide.

As there are numerous plans in place, a centralised point of real-time information is needed.

Recommendations

- Establish an independent advisory body to oversee the strategic planning of infrastructure projects with consideration for safety and vibrancy.
- Establish a central point for real-time information that enables citizens to embrace infrastructure projects.

Medical

We acknowledge the hard work of health professionals, workers and volunteers who service South Australians and thank them for their efforts.

We would like the following measures to be implemented to support the safety and wellbeing of individuals who enjoy Adelaide's nightlife.

Recommendations

Establish an 'Injury and Outcome Reporting System'

- We would like the South Australian Government and its partners from universities and community organisations to establish an 'Injury and Outcome Reporting System'. This system will support the development and evaluation of activities that improve safety and wellbeing.
- An 'Injury and Reporting System' would help the government and researchers explore links between injuries and assaults that occur in Adelaide's nightlife, with medical treatment and outcomes.
 - At the moment, there aren't any centralised databases that support this kind of research.
- Models for this system could include the Victorian State Trauma Registry (VSTORM) and Victorian Orthopaedic Trauma Outcomes Registry (VOTOR).
- Like the Victorian models, a South Australian reporting system would organise information related to patient injuries and outcomes. Routinely-collected health information could be drawn from health facilities and hospitals, other health agencies (for example, Medicare), and organisations that work at the street-level (for example, SA Police, St John's).

Adapt environments and systems to promote greater safety and wellbeing

- We would like to see Adelaide's environment and health system adapted in different ways, to make Adelaide's nightlife safer and more supportive of people's wellbeing.
- Adapting Environments
 - The Liquor Licensing Commissioner could suggest what sort of drinking utensils should be used in licensed venues, as part of their customised licensing conditions. This may reduce glass-related injuries in licensed venues where alcohol-related violence is an issue.

- Footpaths and street curbs around areas of nightlife activities should be adapted to lessen the number and impact of trip-and-fall injuries.
- An appropriate number of venue staff should be trained in first aid to support individuals whose safety and wellbeing has been compromised.
- Adapting the Health System
 - 'Safe spaces' should be established in the city, where individuals could rest and receive food, water, first aid and health service referrals.
 - Those experiencing drug- and alcohol-related injuries should be streamlined in emergency departments. This would stop low-priority, alcohol-related issues from delaying the treatment of other patients. An effective system has been established in St. Vincent's Hospital in Darlinghurst, where drug- and alcohol-related injuries are common.
 - Health treatment should include patient follow-up, as this would support the collection of data for the 'Injury Outcome and Reporting System'.
 - We would like health professionals to provide referrals for psychological treatment, since the Victim Support Service indicated that alcohol-aggravated assaults can have long-term psychological impacts.

The above recommendations were developed with particular reference to the following sources:

- Victorian State Trauma Registry (VSTORM) and Victorian Orthopaedic Trauma Outcomes Registry (VOTOR)
- The Ottawa Health Charter (1986), which is backed by the World Health Organisation. This Charter states that 'political, economic, social, cultural, environmental, behavioural and biological factors can all favour health or be harmful to it' (World Health Organisation 2013)