



Mornington Shire Council
Alcohol Management Plan
Strategic Review

September 2017

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Foreword

In 2017 the effects of prohibition are continuing on a downward spiral within the community of Gununa on Mornington Island. Mornington Island at the time of this report has Queensland Health, Queensland Police Service, a myriad of service providers and the Judiciary devoting the bulk of their time and resources towards dealing with the effects of homebrew making and consumption. Mornington Island also registers the highest levels of domestic violence in North West Queensland.

Motivated by the awareness of continually increasing community issues caused by homebrew, the damning supporting statistics and a desire for change by community, a combined community and Council working party was developed to address the challenges at hand in February 2017. This action was spurred on by the surreptitious release of the toxicity levels of some homebrew concoctions that clearly displayed the gravity of the situation on Mornington Island.

United in desire and with a vision for change, Mornington Shire Council's elected members and executive staff, supported by community and various State and Federal Government Department representatives have taken the important first steps in righting the wrongs of the past and bringing positive change to residents of the Shire: *"The Government is committed to working with communities to better target responses to illicit alcohol and ensure localised support services are in place to help people quit or reduce drinking and manage the flow on effects of alcohol misuse, including violence"* (Jackson 2017).

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Mornington Shire Council

Acknowledgments

This strategic review of the Mornington Island Alcohol Management Plan and development of the next steps in the journey for Mornington Island in respect to alcohol could only have been possible through the assistance and support of many individuals and organisations. These include: the community on Mornington Island; Mornington Shire Council Mayor; elected members and staff; the Department of Aboriginal and Torres Strait Islander Partnerships; the Department of Justice and Attorney General; Office of Liquor and Gaming Regulation; and the Department of Prime Minister and Cabinet. Also community representative organisations such as: Mornington Island Health Council; Mirndiyan Gununa Aboriginal Corporation; Junkuri Laka “Wellesley Islands Law, Justice and Governance Association Inc.”; Mornington Island Aboriginal Corporation for Social and Economic Development; Mornington Shire Council’s Ministerial Champion Jennifer Howard; Government Champion Jim Reeves; The North West Health and Hospital Service; the Queensland Police Service; Queensland Health; Gidgee Health; the Queensland Ambulance Service; Mornington Shire Council Alcohol Management Plan Committee members; Professor Alan Clough; and all the service provider organisations and their staff who have attended meetings and voiced opinions throughout this review process.

Whilst there may always be speculation from some members of the community and service providers on Mornington Island as to the appropriateness of any review of their Alcohol Management Plan, the consensus of the majority of residents has been sought through a variety of processes to form the basis for this document. Junkuri Laka “Wellesley Islands Law, Justice and Governance Association Inc.” is one such group and as outlined in correspondence received during the public consultation process “we note the draft report that was circulated recently. Whilst we agree with much of its content, we cannot support this report entirely, and must disagree with some of the more central recommendations it contains. We therefore request that Council specifically notes in the report itself that it is not supported by the Community Justice Group” (Zondag, 2017, personal communication).

Abbreviations

AMP	Alcohol Management Plan
ABS	Australian Bureau of Statistics
DATSIMA	Department of Aboriginal and Torres Strait Islander and Multicultural Affairs
DATSIP	Department of Aboriginal and Torres Strait Islander Partnerships
ED	Emergency Department
EEO	Emergency Examination Order
FIFO	Fly-in/Fly-out
LGAQ	Local Government Association of Queensland
NPY	Ngaanyatjarra Pitjantjatjara Yankunytjatjara
QH	Queensland Health
QPS	Queensland Police Service
RSAS	Remote School Attendance Strategy

Executive Summary

This Strategic Review examines the impacts of Mornington Island's Alcohol Management Plan on: alcohol supply and consumption; hospital presentations; school attendance; and impacts on service providers and community health generally. The review will also document opportunities located at the community level to manage current alcohol misuse and alcohol-related harm. Alcohol Management Plans were first implemented in remote Indigenous communities in 2002, with the intent of reducing the harmful effects of excessive alcohol consumption. In 2008, legislative and regulatory changes applied tighter limits on the quantities and types of alcohol which could be legally possessed in communities. Stronger penalties for breaching restrictions and increased powers for police to search for and seize illicit alcohol were introduced. At the time of the second wave of restrictions, alcohol was prohibited in Mornington Shire (with the exception of two locations).

The results of the review are as follows:

According to long-term community members, homebrew production and sly grog increased after the first-wave of restrictions and rapidly strengthened with the closure of the community tavern in 2009. Since 2009 and the subsequent closure of the Birri Fishing Resort in 2016, an increase in homebrew production and consumption has been observed among community members on Mornington Island. Homebrew is readily available and now considered to be the main source of alcohol in the community, with large amounts of homebrew being produced in the community, often in unsanitary environments. A laboratory analysis of the homebrew, manufactured with 'turbo yeast', was found to contain high levels of ethanol and other fermentation by-products and additives, some of them very harmful.

Hospital and medical services on Mornington Island were found to be ill-equipped and unable to deal with the outcomes of excessive consumption of illicit alcohol (homebrew) including aggressive and violent patients. During the last calendar year there were 2,245 presentations. The time and resources spent by the hospital and health services on Mornington Island dealing with intoxicated individuals comes at great cost to the hospital, health services and community with almost 40% of presentations to hospital being patients identified as intoxicated and many others relating to the effects of long-term alcohol consumption.

The AMP severely impacted the Queensland Police Service, with a progressive diversion of police resources from preventative policing toward enforcement of AMP-related offences and related prosecution. Policing of the AMPs has also lead to a deterioration of the relationship between the Police and the community. Due to the lack of suitable diversionary or sobering-up facilities in the community, it was considered that, on occasions, Police custody has been used as a substitution.

While almost all (84.5%) of the 174 local survey participants were aware that possessing or drinking alcohol is illegal in the community, over 30% of the community drink alcohol on a weekly basis and one in four (24.7%) reported drinking more than nine alcoholic drinks the last time they consumed alcohol. While there was divided opinion about the adequacy of help available for people who drink too much alcohol, the majority of survey participants thought community residents know who to contact should they need help about their drinking. Additional employment opportunities as one solution to the problem of homebrew drinking was supported by 81% of survey participants. When asked about the AMPs, the majority of participants desired a return of some legal alcohol to the community (89%), with many of the qualifying comments indicating that this would contribute to a reduction in homebrew consumption. Almost all visitor participants (n=17; 85%) were supportive of legal alcohol being available on Mornington Island.

The school attendance data demonstrated that after the tighter restrictions were introduced in 2008/09, school attendance increased to its highest point in 2010 (77%). Since 2012, however, school attendance has declined. According to the latest 2017 figures, average school attendance is approximately 64%. With a history of disengagement of school-aged children from the education system, greater efforts are in place to improve school attendance through initiatives such as the Remote School Attendance Strategy.

According to service providers, several immediate effects of homebrew in the community are: higher levels of intoxication; general health effects such as dehydration; increased violence; and impacts to child wellbeing including poor sleep and poor school attendance. Service providers reported that severe intoxication from homebrew has implications for staff workloads with increased after-hours calls as well as safety consequences for hospital staff whereby it was not uncommon for nurses to request immediate assistance from Police when treating intoxicated patients. Service providers considered the penalties incurred in court by

convicted homebrew producers and sellers inadequate deterrents, with the fines received below the maximum penalty for such an offence.

Based on the findings of this review, the major recommendations are outlined below.

Recommendation 1: Formalisation of Alcohol Management Plan Committee

The community requires a robust and well-informed local committee that can provide advice to community, council and government in relation to the AMP. This will address the issue of siloing of government and non-government service providers targeting alcohol and related harm that was identified in the Cape York Justice Study, by formalising an AMP Committee composed of representatives of health, justice, education and substance treatment service providers. The committee will provide opportunity for appropriate expertise, extensive community consultation and feedback all building upon the success of recent collaborative work being accomplished on Mornington Island in regard to the community's AMP.

Recommendation 2: Reintroduction of legal alcohol strategy

It is acknowledged that any reintroduction of legal alcohol to Mornington Island must follow a rigorous process to ensure its integrity and mitigate any risk of unintended consequences for the community on Mornington Island. Aligned with community support for the re-introduction of legal alcohol, a three stage process is proposed that requires a review to measure key indicators between all three stages. Stage 1 would be a carriage limit with a detached Bottle Shop Licence; Stage 2 a community club licence to accompany the bottle shop licence; and Stage 3 a hotel licence. Aiding the strategy is a Council and service provider-supported social media and education approach, targeting residents of all ages, to promote public awareness regarding the positive and negative impacts of alcohol consumption. As part of this strategy, support and guidance from the Queensland Government to utilise the provisions of the Liquor Act and other relevant legislation would be pursued.

Recommendation 3: Appropriate penalties for homebrew and sly grog sellers

Homebrew manufacture and selling of sly grog have undermined the community's alcohol controls. Appropriate amendment of the legislation to enable the application of appropriate penalties that will deter homebrew suppliers (both manufacturers and sellers) is

recommended. As part of reducing the harms of homebrew, amendment to Section 38 of Aboriginal and Torres Strait Islander Communities (Justice, Land and Other Matters) Act 1984 is required to prohibit the possession of ‘turbo yeast’ or similar products in the community.

Recommendation 4: Greater support and resources for hospital and law enforcement

Greater investment in hospital security is required to support staff to manage intoxicated and violent presentations. Expansion of the dialysis service model to include hospital-supported dialysis is warranted for people in long term treatment. Law enforcement require greater provision of resources to address the burden of managing AMP-related offences and to improve their response towards enforcement of other alcohol-related crimes including domestic violence, public nuisance, assaults and public drunkenness.

Recommendation 5: Provision of sober-up and alcohol treatment facilities

Provision of a culturally appropriate and gender specific alcohol, tobacco and other drugs rehabilitation and referral service on Mornington Island that meets the needs of community and enables Police to divert intoxicated community members from custody is recommended.

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SECTION ONE: BACKGROUND

Mornington Shire is located in the Gulf of Carpentaria in Queensland and consists of the Wellesley Islands. The Shire is arguably one of the most remote and isolated Local Governments in Northern Australia and covers an area of 700 square kilometres. It is approximately 954 km from Cairns, 125 km north-west of Burketown, 200 km west of Karumba and 444 km from Mount Isa (Mornington Shire Council, 2015). Of the 23 Islands, only two have permanent inhabitants, with the majority of the population living in the community of Gununa on Mornington Island (ABS, 2017).

Mornington Island is approximately 28 km off the coast of mainland Australia and is home to the Lardil, Yangkal, Kaidailt and Gangalidda people. The community has world-renowned artists and dancers, with residents taking pride in their ability to walk in two worlds, keeping true to traditions. In addition, the community attracts a range of resident visitors to the Island that help make up the diverse population.

Mornington Island, as with many Indigenous communities, has an alcohol management plan (AMP). Prior to the 1970s, alcohol was not readily available in Indigenous communities in Queensland. Then, with few effective limits applied to its control, alcohol became available for around 20 years (Fitzgerald, 2001; Martin, 1998). In 2002, the Queensland State Government commenced the introduction of AMPs in remote Indigenous communities with the intent of reducing the harmful effects of excessive alcohol consumption. These plans, consisting of supply-, demand- and harm-reduction measures, were a direct result of the conclusions that Justice Tony Fitzgerald outlined in the Cape York Justice Study Report, where it was considered that alcohol, substance misuse and violence were threatening the sustainability of Cape York Indigenous communities (Fitzgerald, 2001).

In 2008/09, following a Queensland Government review, a range of sweeping legislative reforms were implemented resulting in still tighter restrictions. This new legislation resulted in complete prohibition in some communities and reduced limits on alcohol possession and consumption in the other communities. With this second-wave of stronger restrictions, alcohol possession or consumption within the Mornington Shire was illegal (with two exceptions that related to fishing charter businesses).

While the introduction of the AMPs intended to reduce alcohol related harm, prohibition of alcohol has arguably been unsuccessful long-term, and has created a wider

range of issues. An independent evaluation of the AMPs in Cape York Indigenous communities found while there was an initial decline in violence, this important reduction was undermined over time with the increased availability of illicit alcohol including sly grog and homebrew (Clough et al., 2016). An increase in cannabis uptake was perceived by many to be related to the introduction of alcohol restrictions across communities general, with some indication of novice user groups emerging including older community members(Clough et al., 2016) Increased cannabis use was linked to ease of access and the affordability of cannabis compared with illicit forms of alcohol including sly grog (Robertson et al., 2017).

The AMPs have also led to unforeseen consequences on employment and foster care of Indigenous children. It is the widely held view of community members, service providers and a number of stakeholders that individuals who commit offences in relation to homebrew or who are convicted for liquor offences cannot obtain a blue card and therefore gain employment with any of the services provided in remote communities (Bird et al., 2016). This matter appears to be related to misinterpretation of the law, since a breach of the Liquor Act, in and of itself, does not constitute a disqualifying offence for granting of a blue card (Working with Children (Risk Management and Screening) Act 2000) (Bird et al., 2016)

The AMPs may have also contributed to an increase in criminalisation among local people living under the AMP legalisation. A government-led review of the number of individuals who have obtained a criminal history due to breaches of the alcohol restrictions found that of the 5,676 unique persons who were convicted of breaching the Liquor Act 1992 (Sections 168B and C of the Act (breach of alcohol restrictions) between 31 December 2002 and 30 June 2012. Of those unique individuals, 860 (15.2%) had no convictions for other offence types during the 10 year study period.

In early 2011, the previous Queensland Government signalled a significant shift when it advised Community Councils through the State's peak Local Government body, the Local Government Association of Queensland (LGAQ), that it was seeking an 'exit strategy' from AMPs, promising to review restrictions if reduction targets for harm indicators could be reached and sustained through Community Safety Plans (Clough et al., 2014). Despite assurances and verbalised commitments from successive Queensland State Governments to review AMP, since 2011 there has been very little finalised and limited direction offered by the government to AMP-affected communities like Gununa on Mornington Island regarding the way forward for the AMP review. With recent expressed interest of the Queensland

Government supported by its Minister for Local Government and Aboriginal and Torres Strait Islander Affairs, the Honourable Mark Furner, to unravel the long standing quandary surrounding AMPs, Mornington Island Shire Council has developed this AMP Strategic Review document. This Strategic Review is the first time that the impacts of Mornington Island's AMP have been formally documented.

Setting

Snapshot of Mornington Island:

Unless otherwise stated, the following data was extracted from the 2016 census (ABS, 2016).

Population

- Mornington Shire had a total population of 1 143 people, of whom 983 (86.1%) identified as Indigenous. Of the community, 49.3% were male and 50.7% were female.
- A total of 350 (30.5%) Indigenous children in the community were aged between one and 14 years.
- A total of 43 (3.7%) elderly Indigenous people in the community aged 65 years and over.
- Median age for an Indigenous person living in Mornington Island was 27 years.
- The population is predicted increase by 1.1% per year over the next 25 years, to be 1,600 persons as at 30 June 2036 (Queensland Treasury, 2017).

Education

- 16.1% of the Indigenous community of Mornington Island aged 15 and over had completed year 12 or technical/further education.

Employment

- The Indigenous labour force participation rate in Mornington Island was 78.7%.
- 184 people (55.9%) worked full time (ABS, 2011).

Income

- Median total household income for an Indigenous household on Mornington Island was \$762 per week.
- Median total personal income for an Indigenous person was \$352 per week.

- 92 (11.6%) assisted family members or others due to a disability, long term illness or problems related to old age.
- In the year before the Census, 78 (9.8%) of people did voluntary work through an organisation or a group.

Housing

- Median rent paid by Indigenous households in Mornington Island was \$120 per week
- Average household consisted of 3.7 people.

Transport and travel

- Average number of registered moto vehicles per dwelling was 0.7 compared to the state average of 1.7 vehicles.
- The only legitimate to access the island is through air travel. Return flights to Cairns can be as much as \$988.00 or if travelling from Mornington Island to Cairns via Mount Isa \$1,936.00 return” (Regional Express Holdings Limited, 2017). At the time of this review the Queensland Government represented by Translink – the Department of Transport and Main Roads introduced a twelve month trial of a subsidised air fare scheme for Mornington Island. This scheme would see discounts (up to \$400.00) on a return trip to regional centres including Cairns, Mount Isa or Doomadgee for qualified residents of Mornington Island (Going, 2017, personal communication). Prior to the trial, the Local Fare Scheme – Far North Queensland and other travel discounts have been non-existent to Mornington Island community members (Department of Transport and Mainroads, 2016).

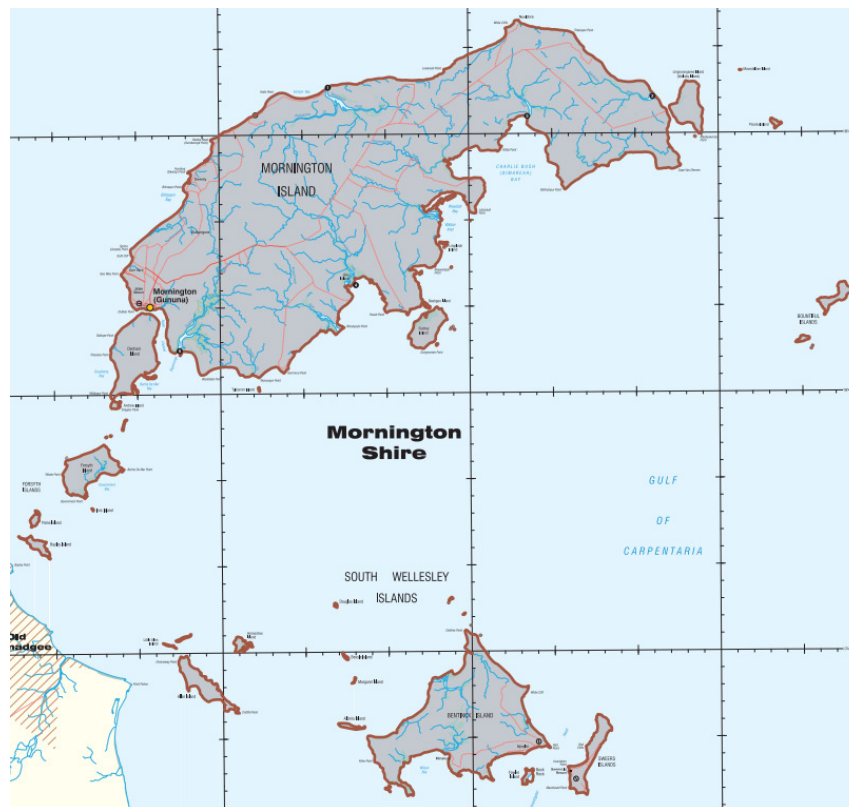
Services

- An estimated \$59 million is spent on service delivery to support the community on Mornington Island annually (Queensland Productivity Commission, 2017).
- There are 105 identified programs delivered in Mornington Island, developed and facilitated by 45 different providers. With service delivery largely fragmented, evaluation of service delivery success is required.
- The cost of delivery of goods and services on Mornington Island due to its remoteness is ranked the highest in Queensland by their own Department of Housing and Public Works (Head, 2017).

Mornington Island's Alcohol Management Plan

Located in the Mornington Island Shire, the Mornington Island alcohol restricted areas relate to all foreshores and the 23 islands in the Wellesley, South Wellesley, Forsythe and Bountiful Island groups and Sweers Island. Sweers Island Resort is the only licensed premise in the restricted area of Mornington Island. The resort is licensed to sell alcohol to residents and their guests only. Due to the isolation of Sweers Island Resort from Mornington Island and the management's policy of not selling alcohol to the local population the resort effectively has no impact on Mornington Island.

Figure 1. Alcohol Restricted Area, Mornington Island (Department of Aboriginal and Torres Strait Islander and Multicultural Affairs)



Prior to the AMPS, Mornington Island had an operational canteen. At the end of 2003, only light and mid strength beers are being served at the canteen between the hours of 3:00pm and 7:00pm on weekdays. In addition to no takeaway alcohol, the possession of alcohol in public, outside the canteen is also prohibited (Peinkinna, 2003). No alcohol, homebrew and homebrew equipment is allowed in restricted areas. Figure 2 outlines the current maximum penalties for possessing illegal alcohol in the restricted areas of Mornington Island.

Figure 2. Current maximum penalties for possessing illegal alcohol in the alcohol-restricted area of Mornington Island

Maximum penalties for possessing alcohol in the restricted area are:

- first offence 375 penalty units (currently \$47,306)
- second offence 525 penalty units (currently \$66,229) or 6 months imprisonment
- third or subsequent offence 750 penalty units (currently \$94,612) or 18 months imprisonment.

Vehicles found carrying alcohol in the restricted area may be confiscated. It is also an offence to attempt to bring alcohol into the restricted area. The maximum penalty for this offence is 375 penalty units (currently \$47,306).

As noted above, the 2009, second-wave of stronger restrictions, meant alcohol possession or consumption within the Mornington Shire was illegal (with two exceptions that related to fishing charter businesses).

In February 2016, Mornington Islands Birri Fishing Resort closed, with the Motel Liquor Licence (number 86853) handed back to the government. The resort had operated for over 30 years by David and Brenda Withers. The closure of the resort resulted in Mornington Island residents no longer having a venue where a meal and alcohol could be purchased. The venue was regularly frequented by visitors on fishing charters, local indigenous residents, local non-indigenous residents such as council staff, teachers, Police and hospital staff and fly in – fly out visiting trades’ staff and service providers.

Legislative Framework

Intrinsic to this report is the need to understand the various changes of legislation that have influenced the behaviours of community members on Mornington Island especially in regard to the possession and consumption of alcohol. Whilst it would be fair to say that the changes received mixed reception from the community at the time of introduction, the outcomes are somewhat surprising and will be addressed further on in this review document.

“In April 2002, the Queensland Government responded to the Cape York Justice Study conducted by Justice Tony Fitzgerald, by committing to a strategy that became known as Meeting Challenges, Making Choices (MCMC). MCMC extended beyond Cape York to 19 Aboriginal and Torres Strait Islander communities (including Mornington Island) in an

attempt to address the issues of alcohol, substance abuse and violence” (Queensland Government, 2002b, p1).

Additionally “Action on alcohol management to reduce alcohol abuse and violence will create the environment for community, government and private sector strategies involving community engagement and public sector reform to be effective in improving the quality of life in MCMC communities. Alcohol management was progressed through the development of Alcohol Management Plans by each community that were given legal effect by regulations to the Liquor Act 1992 and were to be accompanied by strategies to reduce the demand for alcohol” (Queensland Government, 2002b, p3).

As a further consequence “The Government plan also involved the implementation of strengthened child protection measures, including a range of sporting and recreational programs tailored specifically for young people; a Safer Communities Strategy, including night patrols, enhanced community policing and innovative alternatives to sentencing; a Community Governance Improvement Strategy; and economic development, health, and education initiatives” (Indigenous Justice Clearing House, 2016).

The Cape York Justice Study Report formed the basis for the MCMC Strategy: “There are considerable practical difficulties, much increased if, as some suggest, the alcohol abuse stems from an epidemic of addiction. In addition, as a result of section 109 of the Commonwealth Constitution, the State cannot enact valid legislation which is inconsistent with Commonwealth legislation, including social welfare legislation and the Racial Discrimination Act, 1975. State laws which sought to prohibit or restrict the supply or use of alcohol in the Cape York communities (because of their problems with alcohol abuse and violence) or which provided for the loss of entitlements on conviction for appropriate offences (for example, rights to drink, drive or hold community positions) might be invalid. The Human Rights and Equal Opportunities Commission report “Race Discrimination, Human Rights and Distribution of Alcohol” discusses these issues. Subject to those considerations, these recommendations proceed on the basis that the Queensland Parliament will enact any necessary legislation” (Queensland Government Department of the Premier and Cabinet Community Engagement, 2004).

The criminalisation of many residents for behaviours acceptable and lawful in ‘main stream’ Australia is a contentious issue and despite a legislative challenge, “Section 8 and 10

of the Australian Racial Discrimination Act 1975 (Australian Government 1975) and Case Law - *Maloney V The Queen* (2013) from the High Court of Australia” (*JOAN MONICA MALONEY v THE QUEEN*, 2013) confirm the validity of Alcohol Management Plans and conviction for breeches of their provisions is not discriminatory.

The intent from the community on Mornington Island clearly indicates an appetite for the re-introduction of ‘legal alcohol’ to Mornington Island. The following legislation covers the scenarios put forward in the Strategic Development section of this report on page 97. Reference to section 58 from the Mornington Island community perspective includes commercial hotel licence and community club licence (see Appendix 1).

It should also be noted that under existing legalisation, namely Aboriginal and Torres Strait Islander Communities (Justice, Land and Other Matters) Act 1984 Section 38 (2), it is not an offence to import or possess these products up until the point they are used to make homebrew (Queensland Government, 1984, p34).

Law enforcement

Members of the Queensland Police Service are tasked with the responsibility of enforcement of legislation in respect to the AMPs on Mornington Island as they have the same powers as Liquor Inspectors under the Queensland Liquor ACT 1992; Part 7 of the Act (Queensland Government, 1992, part 3) as outlined in the figure 3 below which defines Investigators and their Powers.

Figure 3. Part 7 of the Liquor Act, regarding Police powers

Part 7	Investigators and their powers
Division 1A	Preliminary
173R	Definition for part
Division 1	Exercise of powers
174	Investigators
174AA	Production of identity card
174A	Powers of community police officers
175	Power to stop and search vehicles etc
176	Entry and search-monitoring compliance
177	Entry and search-evidence of crimes
178	General powers of investigator in relation to places
179	Monitoring warrants
180	Offence-related warrants
181	Warrants may be granted by telephone, facsimile, radio etc
182	Requirement to give name, address and age
183	Power to require answers to questions
183AA	Power to require production of documents
183A	Other powers of seizure
183B	Powers supporting seizure
184	Other powers of investigators
185	Obstruction of investigators,
186	Seizure of material associated with representation of age
187	Abatement of nuisance or dangerous activity

Review Process

Changing policy positions and inconsistent review processes have affected communities, including Mornington Island since the introduction of Alcohol Management Plans in 2002. The following history is adapted from various sources, most notably Price Waterhouse Coopers's Alcohol Management Plan Review – General Review (Price Waterhouse Coopers Indigenous Consulting Pty Ltd, 2015), produced for the Department of Aboriginal and Torres Strait Islander & Multicultural Affairs (see Table 1).

Table 1. Review of the Alcohol Management Plans in remote Indigenous communities in Queensland from 2005-Feb 2016

2005 Initial Review	This review was a commitment of the Queensland Government 12 months after the initial implementation of the AMPs. Reported local stakeholders views and a series of recommendations aimed at enhancing community safety through violence reduction measures (Elmes, 2015).
2008 onwards AMP reform	<p>Further review found that the Alcohol Management Plans had demonstrated no sustained improvement in alcohol-related harm at the community level. It was concluded that more “concerted, intensive and sustained program of action” would rectify the shortcomings (Department of Aboriginal and Torres Strait Islander Partnerships, n.d.). Based on their 2007 review findings, increased their focus on harm-reduction through the following strategies:</p> <ul style="list-style-type: none">● <i>“an incentive package prioritised toward communities that volunteer to be alcohol-free, including an Alcohol Management Incentive Scheme to encourage councils to relinquish licences and agree to zero or reduced carriage limits</i>● <i>non-negotiable removal of general liquor licences (canteens) from Councils by 30 June 2008</i>● <i>toughened restrictions in relation to drinking in public places, roads and private residences from 1 July 2008</i>● <i>revised carriage limits from 1 July 2008</i>● <i>continued strict regulation of licensed premises in or servicing the communities” (Queensland Government</i>

	2007)
May 2012	Aboriginal and Torres Strait Islander Minister under the new Newman Government, Glen Elmes, promised to review the plans in 19 Indigenous communities in Queensland, including a review of the Alcohol Management Plan laws (Sydney Morning Herald 2012).
October 2012	In October 2012, the Newman Government acted on their election promise and ordered the review of the AMPs that had previously been announced by Minister Elmes. Junkuri Laka “Wellesley Islands Law, Justice and Governance Association Inc.” in conjunction with Mornington Shire Council, conducted a comprehensive review process and developed the 2014 AMP Review Mornington Island Core Strategy as a response see Appendix 2. Successive Liberal and Labour Governments have labelled the 2014 AMP Review Mornington Island Core Strategy as unworkable and one they would not support.
July 2014	30 th July 2014, meeting held at the Council Chambers on Mornington Island between attendee Greg Anderson, DATSIP, Assistant Minister for Aboriginal and Torres Strait Islander Affairs, David Kempton and elected members of Mornington Shire Council. <i>“At this meeting the Assistant Minister put forward his view that the key elements of the Mornington Island submission – standalone take-away outlet with individual drinking permits approved by a community process - was supported by the government” (Greg Anderson 2017).</i>
August 2014	On the 26 th August 2014, at a meeting was held at the Council Chambers on Mornington Island with Greg Anderson, Department of Aboriginal and Torres Strait Islander Partnerships and elected members of Mornington Shire Council. Greg Anderson in his capacity as the Executive Director, Policy, outlined he was advised in follow up discussions with AMP policy representatives from Brisbane substantial legislative change would be required to support the Mornington Shire Core strategy and position (Greg Anderson, 2017, personal communication). The Department of Aboriginal and Torres Strait Islander Partnerships instead offered to work towards establishing a licenced venue with

	a restricted permit, which was within the existing legal framework. The community rejected this option.
May 2015	<p>Shortly after the January 2015 change of Government from Liberal National Party to Labour the 2015 Local Government Association of Queensland Indigenous Leaders Forum was held at Palm Island in on the 28th of May 2015. Recently elected Queensland Treasurer, Minister for Employment and Industrial Relations and Minister for Aboriginal and Torres Strait Islander Partnerships, The Honourable Curtis Pitt announced that he would oversee a review of all submissions for reviews of Alcohol Management Plans previously submitted to government within 3 months. He further announced that any new submissions for review would be received over the next six months. The following notes from that meeting relate “On day 1 of the ILF ON Palm Island at 2015 meeting, members discussed the AMP and adopted the following motion.</p> <p>Title: Alcohol Management Plans (AMPs)</p> <p>Motion: That this Aboriginal and Torres Strait Islander Leaders' Forum (ILF) call on the State Government to expedite and conclude the review into AMPs within three (3) months from receipt of this motion.</p> <p>The motion was provided the next day to Ministers Pitt and Enoch and O’Rourke. Mayor Butcher also referred to it in his explanation of the previous day discussions and Minister Pitt began his response by saying</p> <p><i>“Being Treasurer is important to the Indigenous Partnerships needed to get actions/cut through/move issues forward. He wants to be able to report back to the Premier and does not want to see the same discussion as 3 years ago still occurring – he wants to move issues forward”</i>(Goode 2017).</p>
September 2015	<p>On the 16th September 2015, four months after the Pitt review was announced, Council met with the then Deputy Director-General, Policy - Department of Aboriginal and Torres Strait Islander Partnerships, Ron Weatherall on Mornington Island to discuss the current Alcohol Management Plan review status. Advice was provided at that meeting was indicative of previous advice in that Mornington Islands previously submitted AMP Review Core</p>

	Strategy “ <i>could not be met without substantial legislative change, which was not supported by the relevant agencies/Minister’s</i> ” ref(Greg Anderson, 2017, personal communication).
October 2015	On the 14 th of October 2015 the previously submitted Mornington Islands AMP Review Core Strategy was discussed in a meeting between Council and key community stakeholders met and its recently appointed Government Champion, Kelvin Anderson, the Chief Executive Officer of the Public Safety Business Agency, Queensland. Again advice provided at that meeting was indicative of previous advice in that Mornington Islands previously submitted AMP Review Core Strategy “ <i>could not be met without substantial legislative change, which was not supported by the relevant agencies/Minister’s</i> ”(Greg Anderson 2017). Importantly out of the meeting came a commitment from the Government Champion to work with Council and community to find common ground in moving forward with further review processes.
February 2016	<p>On the 22nd February 2016, Council received advice from the Government Champion, Kelvin Anderson, that no further discussion would proceed until after the Council elections.</p> <p><i>However, I know staff from DATSIP are very aware of the unique circumstances of Mornington Island and know how keen the community is to discuss possible solutions” (Kelvin Anderson, 2016, personal communication).</i></p> <p>In early 2016, it was announced that Mornington Island would be assisted in a review process by Management staff from the Remote Indigenous Land and Infrastructure Program Office - Department of Aboriginal and Torres Strait Islander Partnerships, Cairns Office. This offer fell short of fruition not long after mid-year the appointed staff member took on other duties.</p>

After years of procrastination by community and government and the unpalatable 2014 AMP Review Mornington Island Core Strategy compiled by Junkuri Laka – Wellesley Islands Law, Justice and Governance Association Incorporated, one constant that is apparent leading up to this current Alcohol Management Plan Strategic Review, is that both the Queensland Liberal Government and the Queensland Labour Government have previously failed to fully commit to an Alcohol Management Plan Review for Mornington Island despite many assurances otherwise (see Table 2).

Table 2. Review of the Alcohol Management Plans in remote Indigenous communities in Queensland from September 2016-present

<p>September 2016</p>	<p>Jennifer Howard, then Assistant Minister for Local Government, now Assistant Minister to the Premier was appointed Council’s first Ministerial Champion.–Along with a new Government Champion, Jim Reeves – Director General of Environment and Heritage Protection, this provided opportunity for leverage of review of Mornington Islands Alcohol Management Plan.</p> <p>On Wednesday the 21st of September 2016, a combined Council, community stakeholder, Ministerial Champion, Government Champion, their support staff and Department of Aboriginal and Torres Strait Islander Partnerships Regional Management staff was held on Mornington Island. Support for a review of the previous Mornington Island AMP Review Core Strategy was at the forefront of discussions and endorsement of support was unanimous from all in attendance.</p> <p>Council, as the body of duly elected community representatives of Mornington Shire took up the mandate to undertake appropriate research and develop a new Alcohol Management Plan Strategic Review. This review when complete would provide the State Government with appropriate conclusions and recommendations that were endorsed by and meet the needs of all residents of Mornington Shire.</p> <p>On the 28th of September 2016, Council arranged and held a community meeting at the Festival Ground in Gununa to discuss the development of a new AMP Core Strategy to take to the State Government. An estimated 400 people attended</p>
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	<p>the meeting. Community members as well as Queensland Police, Queensland Health, Education Queensland, North West Health and Hospital Services and a myriad of non-government service providers were represented. Their key message were:</p> <ul style="list-style-type: none"> ● Re-introduction of legal alcohol would reduce harm by replacing homebrew; ● Rehabilitation and support services that could meet the needs of community members suffering from the effects of alcohol exposure and consumption were lacking; and, ● A committee of interested residents of Mornington Island would progress a review of the Mornington Island Alcohol Management Plan and push for government support.
October 2016	<p>On the 24th of October 2016, after a community consultative process and acceptance of expressions of interest, the following were appointed as the first members of Council's Alcohol Management Plan review committee:</p> <p>Richard Sewter - Committee member, Dwayne Rogers - Committee member, Ashley Gavenor - Committee member, Dr Berry Zondag - Committee observer.</p> <p>At the time of production of this review paper, Council is evaluating the review committee process to develop a more rigorous strategy for the committee to follow to ensure longevity and accountability of process.</p>
January 2017	<p>High toxicity of some homebrew samples elicited swift and positive responses from Government. The Department of Aboriginal and Torres Strait Islander Partnerships immediately took the lead role in forming a "homebrew" working party to develop a strategy to deal with the issues on Mornington Island.</p>
February	<p>On the 14th of February 2017, a meeting was held on Mornington Island that was attended by: Council; Government</p>

2017	<p>Champion Jim Reeves and support staff; Mr Allen Cunneen, Deputy Director General; Ms Simone Jackson, Executive Director; Mr Greg Anderson, Regional Director, North Queensland representing the Department of Aboriginal and Torres Strait Islander Partnerships and support staff; Acting Superintendent Chris Hodgman and Acting Officer In Charge Mornington Island Police, Adam Hill; Darran Kennedy, Senior Advisor, Gulf & North Region; Tom Atu representing the Department of Prime Minister and Cabinet; Lisa Davies-Jones, Chief Executive Officer; Sandra Kennedy, Director, Mental Health and Alcohol Tobacco and Other Drugs Services representing North West Health and Hospital Service; and Debbie Dixon-Searle, Acting Regional Manager, Office of Liquor and Gaming Regulation. The meeting focus was to deliver a strategy <i>“to provide all information we can to the community about options to engage and educate re the homebrew issues and alcohol management plans – both the past and positioning the Mornington Shire for a further conversation with government”</i> (Simone Jackson 2017). The minutes, actions, papers and documents developed from the meeting are contained in Appendix 3.</p>
April 2017	<p>On the 11th of April 2017, the next meeting of the working party was held at the Department of Aboriginal and Torres Strait Islander Partnerships office in Cairns. In attendance were:-</p> <p>Representing Mornington Shire Council: Mayor Bradley Wilson; Deputy Mayor Sarah Isaacs; Councillor Jane Ah Kit; Councillor Bobby Thompson; Councillor Claire Farrell; Chief Executive Officer Frank Mills; and Governance Coordinator Tatiana Ah Mat.</p> <p>Representing Department of Aboriginal and Torres Strait Island Partnership: Allen Cunneen Deputy Director General; Simone Jackson Executive Director; Greg Anderson Regional Director; Phil Peachey Manager of Government Coordination, Debbie Dixon-Searle , Office of Liquor and Gaming Regulation; Kev Guteridge, Queensland Police Service; Lisa Davies-Jones, Chief Executive Officer North West Hospital and Health Services; and Richard Sewter, Dwayne Rogers and Susan Sewter of the Mornington Island AMP Committee.</p>

	<p>The meeting focused on:</p> <ul style="list-style-type: none"> • Development of a communications strategy with regards to harms resulting from the consumption of homebrew and alcohol. The strategy to highlight homebrew initially in the context of alcohol related harm with long term components of strategy to focus on harm reduction relating to alcohol and other substances on Mornington island. • Assisting Mornington Shire Council with a review of Service Co-ordination, Design and Funding via a Service Mapping process and a service delivery strategy. • Developing a plan for Mornington Island to progress options of legalised alcohol sale and consumption. <p>The minutes, actions, papers and documents developed from the meeting are contained in Appendix 4.</p>
May 2017	<p>On the 16th of May 2017, a meeting was held on Mornington Island, in attendance were:-</p> <p>Representing Mornington Shire Council Deputy Mayor Sarah Isaacs; Councillor Claire Farrell; Councillor Jane Ah Kit; Councillor Bobby Thompson; Chief Executive Officer Frank Mills; and Governance Coordinator Tatiana Ah Mat.</p> <p>Representing Department of Aboriginal and Torres Strait Island Partnership: Simone Jackson, Executive Director Department of Aboriginal and Torres Strait Islander Partnerships; Marnie Wettenhall, Regional Manager of Department of Prime Minister and Cabinet; Sandra Kennedy, Director of Mental Health and Alcohol Tobacco and Other Drugs Services; Chris Hodgeman, Acting Superintendent Queensland Police Service; Adam Hill, Acting Officer In Charge Mornington Island Police; Mornington Island AMP Committee Members Richard Sewter, Dwayne Rogers, Charlie Anderson, David Barnes.</p> <p>Meeting focus:</p> <ul style="list-style-type: none"> • A power point presentation by Council Chief Executive Officer Frank Mills regarding the reintroduction of legal

	<p>alcohol strategy for Mornington Island.</p> <ul style="list-style-type: none"> ● Development of a draft community consultation plan by the Department of Aboriginal and Torres Strait Islander Partnerships and the Department of Prime Minister and Cabinet which was to be submitted to Council by the 26.05.2017. ● Development of a community communication plan between Council and Sandra Kennedy via a meeting on the 24.05.2017. <p>The minutes, actions, papers and documents developed from the meeting are contained in Appendix 5.</p> <p>On the 19th of May 2017, Mornington Shire Council Mayor, Bradley Wilson attended a “Closing the Gap Roundtable” meeting in Cairns with other Indigenous Local Government Mayors. At this meeting the Minister responsible for the Department of Aboriginal and Torres Strait Islander Partnerships, Mark Furner MP, gave a personal commitment to Mayor Wilson and Mayor Lacey of Palm Island Aboriginal Shire Council that he “will crack the whip on it and make sure the reviews [of the Alcohol Management Plans] happen as a priority of his and the government” (Furner, 2017, personal communication).</p>
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<p>21st of July</p> <p>2017</p>	<p>On the, a meeting was held on Mornington Island, in attendance were:</p> <p>Councillor Jane Ah Kit; Chief Executive Officer Frank Mills; Governance Coordinator Tatiana Ah Mat; Coreen Reading, North West Health & Hospital Service; Josephine Wilson, Queensland Health; Farrah Linden, Mission Australia; Grace Barnes, Mirndiyan Gununa Aboriginal Corporation; TJ Baker, PCYC; Irene White and Adrian Hep, North West Remote Health; Peter Linnehan, Mornington Island State School & Education Queensland; Senior Sergeant Nick O'Brien, Queensland Police Service; Tom Atu, Department of Prime Minister and Cabinet; Joanne and Craig Bate, RISE Employment Services; Vele and Joan Rupa, Mission Australia; Susan Sewter, Mornington Island Health Council; and Richard Sewter, Save the Children and Community AMP Committee member.</p> <p>One focus from the meeting was the currency and status of the AMP review being conducted by Council and the support being received from various government agencies such as the Department of Aboriginal and Torres Strait Islander Partnerships and the Department of Prime Minister and Cabinet. There was unified support from all agencies and representatives present for the review and the need for Council, community, service providers and government to work collaboratively to support the review process. The minutes, actions, papers and documents developed from the meeting are contained in Appendix 6.</p>
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<p>27th of July 2017</p>	<p>A meeting was held on Mornington Island. In attendance were:</p> <p>Councillor Jane Ah Kit; Chief Executive Officer Frank Mills; Governance Coordinator Tatiana Ah Mat; Simone Jackson, Executive Director Department of Aboriginal and Torres Strait Islander Partnerships; Debbie Dixon-Searle, Acting Regional Manager, Office of Liquor and Gaming Regulation; Liz MacIntyre, Coreen Reading, Rae Horton, Christine Mann, Jan Falconer and J. Shaw, North West Health & Hospital Service; Farrah Linden Mission Australia; TJ Baker, PCYC; Adrian Hep, North-West Remote Health; Kim Maiszey, Alcohol Tobacco and Other Drugs; Kellie Kremmer, Mornington Island State School and Education Queensland; Richard Sewter Save the Children and Community AMP Committee member; Mary Wilson and Basil Gangala, Mornington Island Community Police Officers; Adam Hill, acting Officer in Charge Mornington Island Police Station; Queensland Police Liaison Officers M.Chong and B. Costello; Mel Riordan, Kaye Smith, Dallas Leon Gidgee and P.Lehmann, Gidgee Healing and Normanton Recovery Centre; J.Silver, West Queensland Primary Health Network; and Chris Bradley Department of Transport and Main Roads/Translink.</p> <p>This meeting coincided with the two day “taking back control” community forum that was conducted on Mornington Island on the 26th and 27th July 2017. The intent of the meeting was for all service providers to participate in developing both short and long term strategies for community communication and education strategies to deal with the effects of excessive consumption of alcohol – especially homebrew. The minutes, actions, papers and documents developed from the meeting are contained in Appendix 7.</p>
<p>August 2017</p>	<p>On the 15th of August 2017, a meeting was held on Mornington Island. In attendance were:</p> <p>Mayor, Bradley Wilson, Deputy Mayor Sarah Isaacs; Councillors Ah Kit and Thompson; the Minister responsible for the Department of Aboriginal and Torres Strait Islander Partnerships, Mark Furner MP; Jennifer Howard the Assistant Minister to the Premier; the member for Mount Isa Robbie Katter; Allen Cunneen, Deputy Director General Department</p>

	<p>of Aboriginal and Torres Strait Island Partnership; Council Chief Executive Officer Frank Mills; Council executive team members; ministerial support staff; and media.</p> <p>The primary focus of the meeting was for the ministers and local member to meet with Council and discuss first-hand the unique set of issues that the community of Mornington Island deal with on a day to day basis. Whilst process and conversations in respect to the Mornington Island Alcohol Management Plan were informal, all parties came away from the meeting unified in the desire to support the implementation of a change management process.</p>
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SECTION TWO: REVIEW APPROACHES

Objectives of the Review

The objectives of this strategic review are as follows:

- To understand the perceived impacts of the AMP on alcohol supply, consumption, violence, injury, school attendance, and community health.
- To understand the impact of the AMP on service providers and their staff.
- To document community opinion about the future of the AMP.
- To identify strategies to manage alcohol misuse and reduce alcohol-related harm.

The data which informs the conclusions and recommendations of this review align with key aspects of the State Government's AMP review. Some of these key aspects are outlined in Figure 4.

Whilst this response is predictable, open-ended, with no specific time frame and lacking a guarantee to address the current homebrew issues plaguing Mornington Island, there appears to be genuine support and intent on behalf of the DATSIP and its minister to work with Council and community to achieve a positive outcome from this review.

Figure 4. Key aspects of the State Government's review of AMPs

The AMP review will be community driven and led. Because each community is different, with unique histories and aspirations, the Review will adopt a community by community approach.

The Review will consider:

- Previous reviews and the evidence base regarding alcohol misuse and the causes of high levels of violence
- The strength of community leadership and capacity to manage alcohol misuse and reduce alcohol-related harm
- The effectiveness and impacts of current AMP supply and demand strategies to reduce alcohol-related harm
- The impact of AMPs on community members and regional centres
- Future strategies to manage alcohol misuse and reduce alcohol-related harm, in each community, with a view to transitioning from AMPs.

Community proposals

Indigenous local governments, community justice groups, residents and other stakeholders are encouraged to work together to develop community proposals outlining their plans to reduce alcohol-related violence and harm.

The Queensland Government is committed to consulting and considering the views of each community. This extends to seeking the views of local governments in neighbouring regional areas, as well as other stakeholders, on the impact of the AMPs. Government representatives will be available to assist with the development of community proposals.

Where a community wishes to move away from AMPs, transition plans will be developed based on their community proposal. The transition plans will be developed in consultation with each community and will outline ways to manage alcohol misuse, reduce alcohol-related violence, improve school attendance and reduce child protection issues" (Queensland 2017).

In line with this process in mind, advice was sought from the Department on the 18th of June 2017, requesting an interpretation of the legislative review process and how to progress Mornington Islands Review Strategy through to the Governor in Council to amend the required regulations. The following advice was received:

"The below is the formal position – I know it does not fully satisfy your question. However based on the below the process would be – in the coming months you will receive written advice from government regarding the AMP Review – it is reasonable that this is when you would be asked to put your position / proposition for community forward. The response would then be considered and you would be advised of the next step.

- The Review of AMPs is underway and the Minister has identified the finalisation of the Review as a priority for this Government
- DATSIP understands that Mornington Island is proposing a revised community proposal that seeks to reintroduce alcohol through a change to the carriage limit to allow for takeaways
- Any changes to carriage limits require whole-of-government consideration and legislative change and will be considered as part of the AMP Review
- "And Regional Councils?" (Jackson 2017).

Data Sources

The review framework includes a combination of qualitative and quantitative methods to examine the impact of the AMP on the community of Mornington Island.

Data sources included:

- Hospital Presentation data
- Criminal justice data
- School attendance rates
- Qualitative information from long-term residents and services providers
- Community survey
- Laboratory analysis of a homebrew sample

The data sources are described in greater detail, below.

Hospital presentations

Emergency, suicidality-related and mental health presentations from Mornington Island hospital were provided by the North West Health and Hospital Service.

The definitions of the different types of presentations are listed, below:

- Admitted: Refers to when a person was admitted to the ward.
- Transferred: When a patient has a medical condition that we cannot handle here and so they have been transferred to Mount Isa or Townsville by RFDS. Each RFDS-transfer financially costs \$10,000 to \$15,000.
- Victim refers to someone who has been assaulted and received an injury as a result. Based on staff experience, a high proportion are individuals who were intoxicated and possibly related to the individual being verbally abusive or stating something that they would not have said if they were sober.
- Perpetrator means someone who has assaulted another person and have themselves been injured as a result. An example is a tooth-knuckle injury in which the person who punched someone has an infected wound on their finger as a result.
- Other trauma means an injury when no one else was involved, such as falling over, or when they were fighting and it is not possible to say whether they were victim or perpetrator.

- Emergency Examination Order (EEO) authorises the temporary detention and examination of person who is experiencing mental illness, and is threatening suicide or self-harm. These patients are brought to the hospital by the police or ambulance.

Criminal justice data

Data was provided by Junkuri Laka – Wellesley Islands Law, Justice and Governance Association Incorporated for this review regarding the number of applications for domestic violence orders and breaches of such orders on Mornington Island from 1 July 2016. Data has also been sourced from the Department of Prime Minister and Cabinet to report on violence-related offence including offences against the person and convictions for breach of alcohol restrictions. Information has also been obtained from the KPMG report to report on domestic and family violence incidents, and numbers of protection orders.

School attendance rates

School enrolment and attendance rates are considered to be specific measures that relate to the Community Governance Improvement Strategy and education initiatives (Indigenous Justice Clearing House 2016). The data regarding school attendance comes from several sources. School attendance and enrolment was obtained from the *My School* website for Mornington Island State School for the period 2008 to 2016. School attendance data has also been sourced from the Queensland Department of Education and Training's Remote School Attendance Strategy (RSAS) (Wettenhall, 2017, personal communication), the 2016 Census (ABS, 2017), Junkuri Laka "Wellesley Islands Law, Justice and Governance Association Inc. and directly from the Mornington Island State School.

Qualitative information from long-term residents and services providers

To support community consultation and participation in the Mornington Shire Council AMP Strategic Review and the integrity of the review process, appropriate mechanisms were implemented by the AMP Committee. These mechanisms included:

- Ongoing contact and dialogue between the AMP Committee and community members on an informal basis since the commencement of this review;
- A two day "taking back control" community forum was conducted on Mornington Island on the 26th and 27th July 2017. This multi-faceted forum involved:
 - meetings between Council and all service providers to develop short and long-term communication and education strategies to deal with the effects of excessive consumption of alcohol, including homebrew;

- Service providers operating stalls and marquees to provide information to the community on services and resources available on Mornington Island that can provide support to deal with the effects of excessive consumption of alcohol, including homebrew;
- Provision of healthy foods and options for healthier lifestyles;
- Music, entertainment and cultural dance.

These meetings and forums provided opportunities to collect information from long-term community members and service providers. Representatives of service providers also provided written reports regarding the impacts of the AMP for their staff and service. The key matters that emerged from these discussions and reports are presented.

Community survey

A whole of community survey was designed and conducted within the community with the intent to capture the opinions of community members regarding the alcohol management plan. Community members could participate if they were aged 16 years and over and included drinkers and non-drinkers. Efforts were made to ensure the participant sample closely reflected the age and gender make-up of the community population. The survey process included:

- AMP Committee members assisted community members to fill out a survey at the “taking back control” two day forum;
- A door to door survey carried out by Council engaged community members from the 31st July 2017 to 13th September 2017. This involved assessors going door to door to each individual, Indigenous-occupied house on Mornington Island and completing the survey with willing community members.
- Efforts were also made to include non-indigenous residents. Non-Indigenous, ‘non-island’ staff were given the opportunity to complete the survey at their work place or after hours.

As part of the community consultation and survey process a total of 174 people participated in the survey. For comparison purposes, the survey information from local indigenous residents and non-indigenous visitors are presented separately. See Appendix 8 for the full survey.

Laboratory analysis of a homebrew sample

An unsubstantiated analysis reported by a Queensland Health employee indicated that the amount of homebrew consumed as reported during survey and feedback will likely cause a dependency disorder, thus the potential for a withdrawal syndrome to emerge once consumption has ceased. The available homebrew in the community is reported to contribute to high level of violence and behavioural disturbance, described as similar to users of 'ice' [methamphetamine], and can contribute to short-term effects including loss of consciousness and loss of memory. Longer-term implications could include organ failure, cancer or death. Analysis was performed on a sample of homebrew in December 2016.

Limitations

There are several limitations of the data that should be considered when reviewing the results:

- The quantitative information used comes from data systems that were not specifically designed for the purposes of reviewing the AMP in Mornington Island. The information presented from the hospital, including suicidality-related presentations, does not allow reporting specifically on the involvement of alcohol and/or drugs. While alcohol can often be involved in suicidal ideation-related presentations, as it can intensify emotions and increases impulsivity, it cannot be said with certainty that alcohol was involved. There is generally an underlying reason why people become suicidal when affected by substances (Kennedy, 2017 personal communication; Austin et al., 2011).
- There is some variation of information reported between sources. This may be attributed to the different recording and reporting policies used within in each organisation or department.
- While the survey was completed by a large sample of community members, there were some age groups where the participation rate was lower than expected. Reasons for non-participation included concern over confidentiality of information provided during the survey, avoidance, denial, varying levels of intoxication and 'shame' from a lack of understanding the survey process.

SECTION THREE: RESULTS

The results of the report are organised by data sources. A brief descriptor of each data source is reported where information was available.

Service providers: Observations and statistics

Hospital Presentations

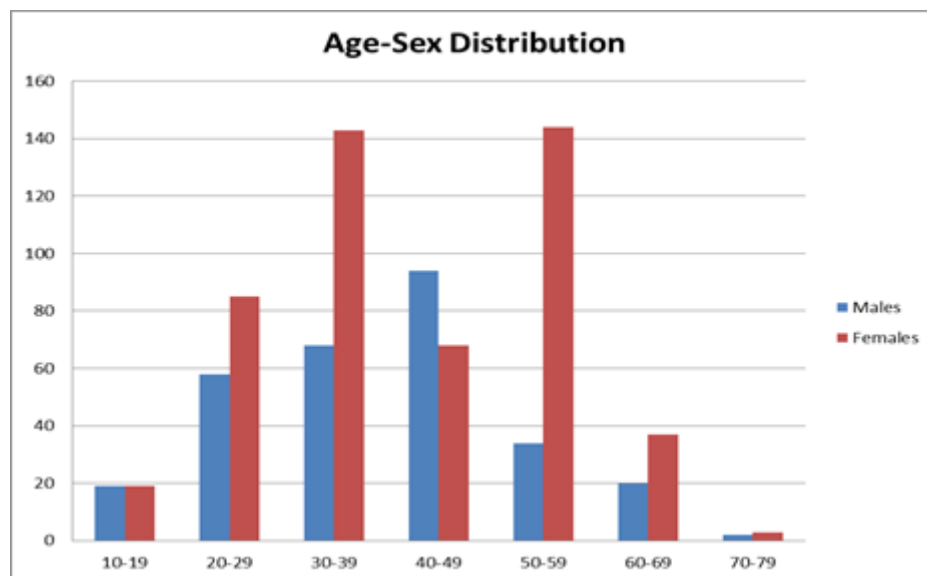
Mornington Island hospital is equipped with an Emergency Department (ED), GP Clinic and Community Health unit. Community members are able to access acute inpatient care 24 hours a day. Last calendar year, 2016, there were a total of 2,245 presentations to the ED (see table 3). This figure refers to the number of patients with new problems, excluding re-presentations. Of these presentations, patient intoxication was recorded on 794 occasions (35.4%). This proportion is likely to be an underestimation, with minor degrees of intoxication not recorded and staff reluctance to record patient intoxication. Of the 794 presentations, two in three (n=499; 63%) patients were female.

Table 3. Types of hospital presentations

	Intoxicated	Not Intoxicated	Total	Percent Intoxicated
Presentations	794	1451	2245	35.4
Admitted	78	115	193	40.4
Transferred	10	80	90	11.1
Victim	198	120	318	62.3
Perpetrator	16	34	50	32.0
Other trauma	19	51	70	27.1
EEO	36	17	53	67.9

Figure 5 shows the age of individuals presenting to the ED by gender. Females aged 30-39 years and 50 -59 years were the most likely individuals to present to the ED at the hospital. For males in the community, those aged 40-49 years were the most likely to present at the hospital.

Figure 5. Age and gender of emergency department presentations



Of the total presentations (Table 1), 193 (8.6%) were admitted to the ward. A large number of other intoxicated people may be kept in the ED up to four hours and then allowed to go home when they have sobered up sufficiently.

Victims, namely someone who has been assaulted and received an injury account for 318 (14.2%) presentations. As presented in Table 1, two in three of these patients were intoxicated at the time they presented to the hospital.

Perpetrators accounted for 2.2% of the total number of presentations. One in three (32.0%) were reported to be intoxicated at the time of presentation.

Of the patients who presented, 4.0% (n=90) were 'transferred' Mount Isa or Townsville by RFDS as their medical condition could not be managed in Mornington Island. For the intoxicated patients, all of the transfers were required because of an injury that had occurred because they were intoxicated.

EEOs accounted for 53 (2.4%) of the total number of presentations, with two in three (n=36; 67.9%) being under the influence at the time of presentation. Prior to being brought into the hospital under an EEO, the majority of these individuals have been in an argument and made a threat of suicide. Based on staff observations, these threats are considered largely the result of attention-seeking behaviour, with few cases related to mental illness such as depression or psychosis. There has been a dramatic reduction in the number of completed suicides in the last twenty years. Between 1994 and 1999 there were 8 completed suicides. In the following five years, between 2000 and 2004 there were four completed suicides.

Between 2005 and 2009 there were five completed suicides. There were two in 2011. Since 2012, there has been one completed suicide.

It is common for intoxicated individuals who present to the hospital to be quite aggressive. This is a significant problem for the nursing staff who often have to call the Police for assistance. However, the Police cannot put an intoxicated individual in the watch-house. If they suspect that someone is too intoxicated to be safely kept in the watch-house they call the ambulance, who then take them to the hospital (Gilford, 2017b, personal communication).

Emergency Department presentations

Table 4 presents the total number of presentations and the number of alcohol-related presentations at the ED of the Mornington Island hospital based on data from the North West Health and Hospital Service (Davis-Jones, 2017, personal communication). Birri pub closed in February 2016. Since the closure there was noticeable increase the monthly number of ED presentations and after-hours alcohol-related presentations.

Table 4. Mornington Island Alcohol Presentations to ED

Month	Total ED Presentations	Alcohol Related Presentations
September 2015	387	43
October 2015	398	58
November 2015	357	40
December 2015	305	74
January 2016	414	65
February 2016	417	68
March 2016	428	87
April 2016	411	84
May 2016	410	60
June 2016	Data unavailable	Data unavailable
July 2016	417	79
August 2016	Data unavailable	Data unavailable
September 2016	Data unavailable	Data unavailable
October 2016	Data unavailable	Data unavailable
November 2016	705	73
December 2016	543	78
January 2017	560	35

The average monthly number of ED presentations and alcohol-related presentations between November, 2015 and January, 2016 was 358.6 and 59.6 respectively. During the same period of the following year, namely November 2016 to January 2017, the average monthly number of ED presentations and alcohol-related presentations were 602.6 and 62.0 respectively.

Suicidality-related and mental health presentations

The following figures from North West Health and Hospital Service (Talbot, 2017) illustrate the number of presentations related to self-harm, suicidal ideation, attempts and completions in Mornington Island and a comparator community. As Figure 5 below demonstrates the number of presentations related to suicidal ideation has doubled between 2015 and 2016. The number of presentations has declined in 2017, however it is noted that the number of presentations for 2017 do not represent a full calendar year. The trend in the similar community shows all types of suicidality-related presentations to have declined or plateaued from 2015 (see Figure 7).

Figure 6: Suicidality-related presentations in Mornington Island between 2014 and 2017

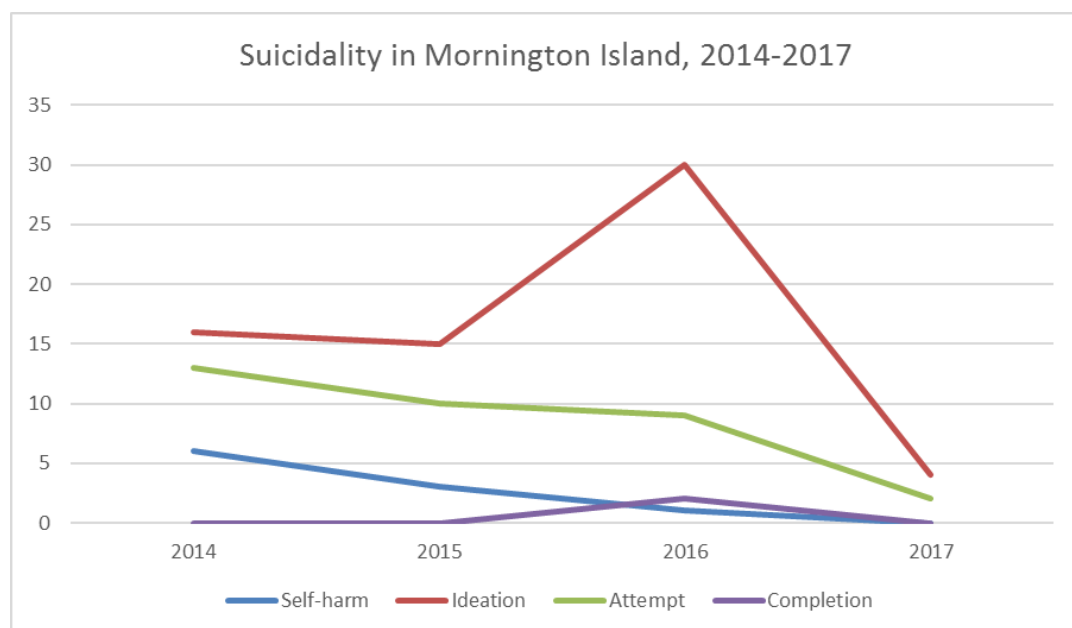


Figure 7. Suicidality-related presentations in the comparator community, 2014 and 2017

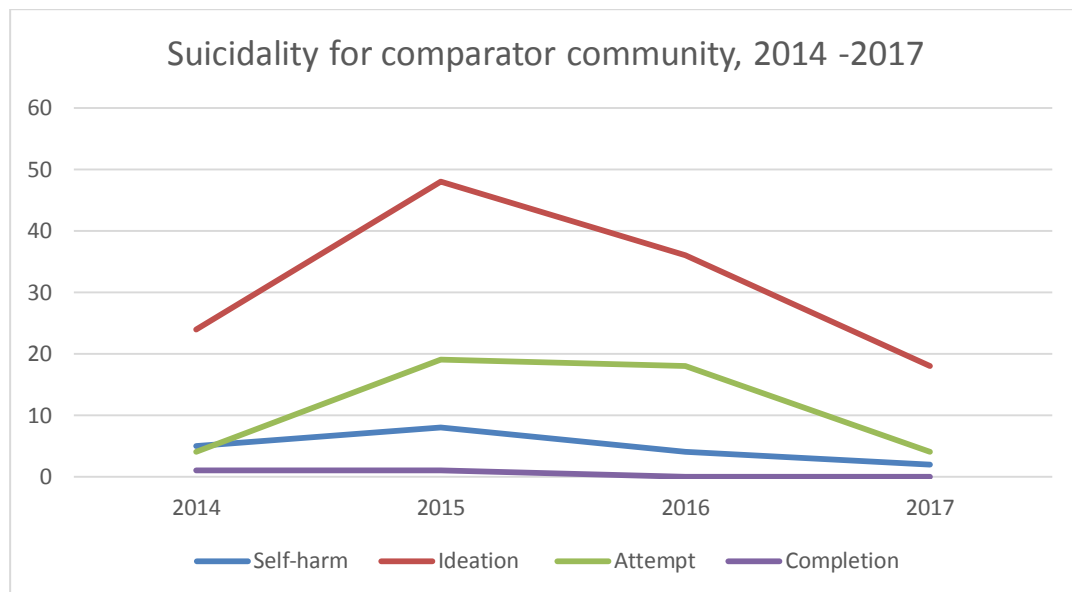
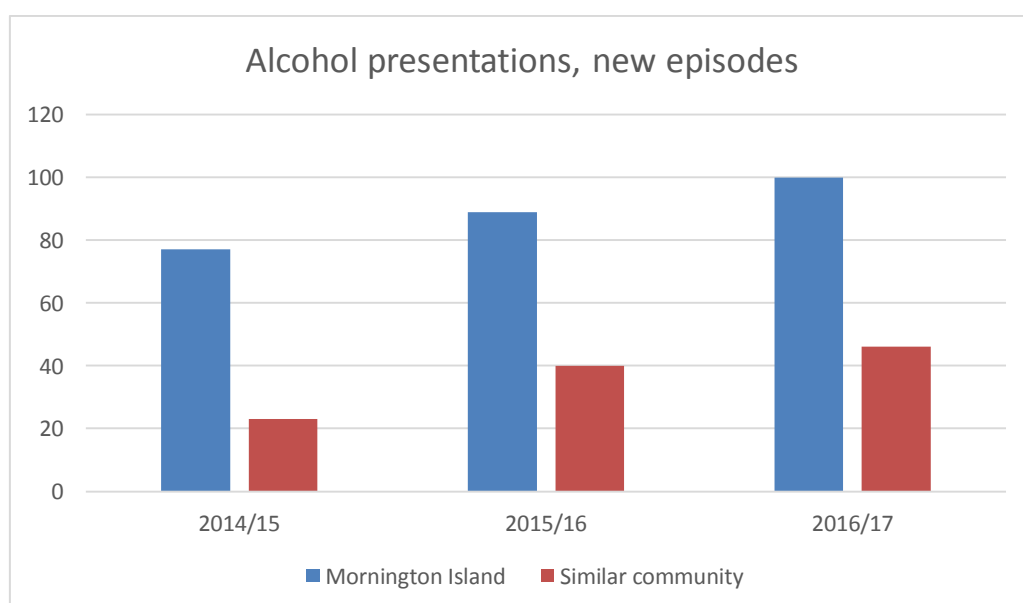


Figure 8 presents the number of alcohol-related presentations between 2014 and 2017 at Mornington Island hospital and the comparator community. Overall, Mornington Island has a higher number of alcohol-related presentations for the total period compared to the comparator community, 266 presentations compared to 109 presentations respectively. Both communities experienced an increase in alcohol-related presentations from 2014/15 to 2016/17.

Figure 8. Alcohol-related presentations, 2014-2017 in Mornington Island and comparator community



Figures 9 and 10 presented drug-related presentations at Mornington Island and the comparator community between 2014 and 2017. As figure 9 illustrates, all types of drug-related presentations declined between 2014/15 and 2016/17. The same trend was not observed in the comparator community, with an increase in cannabis-related presentations between 2014/15 and 2015/16. These types of presentations declined in 2016/17.

Figure 9. Drug-related presentations in Mornington Island between 2014 and 2017

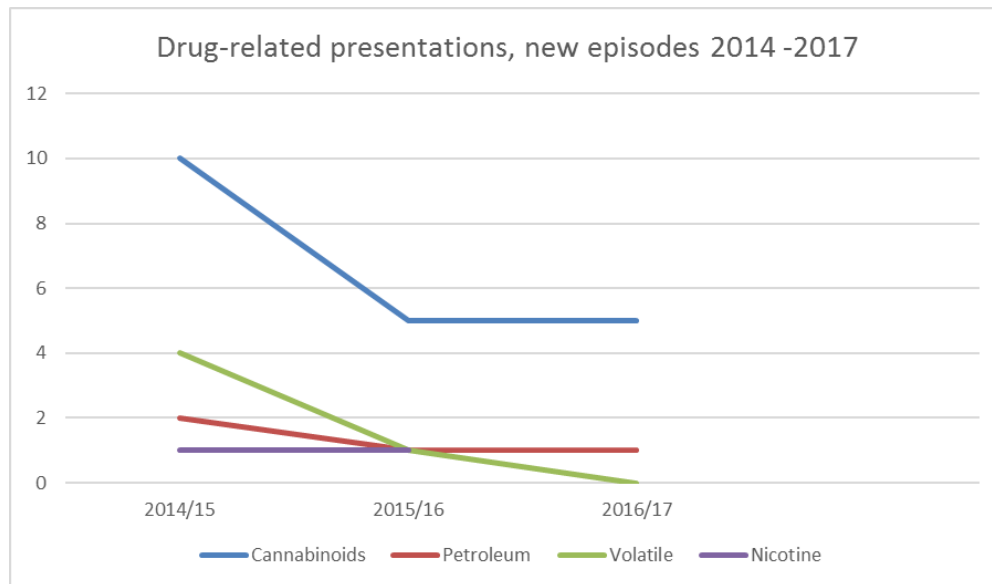
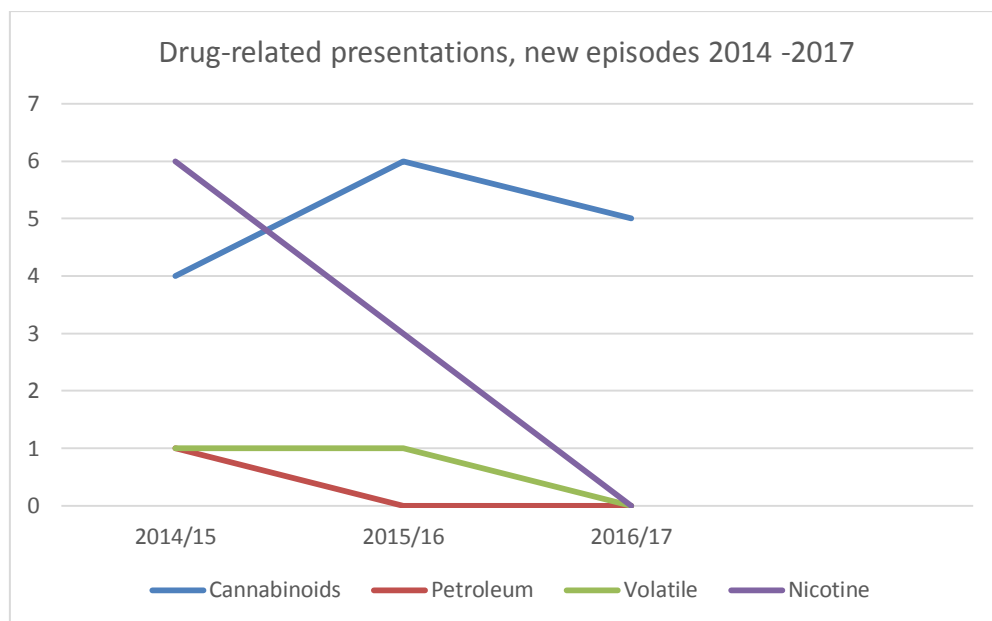


Figure 10. Drug-related presentations for a comparator community between 2014 and 2017



Figures 11 and 12 illustrate the source of referrals for Mornington Island and the comparator community. The leading referral sources are similar for each community, being probation and parole, self and hospital.

Figure 11. Referral sources for Mornington Island between 2014 and 2017

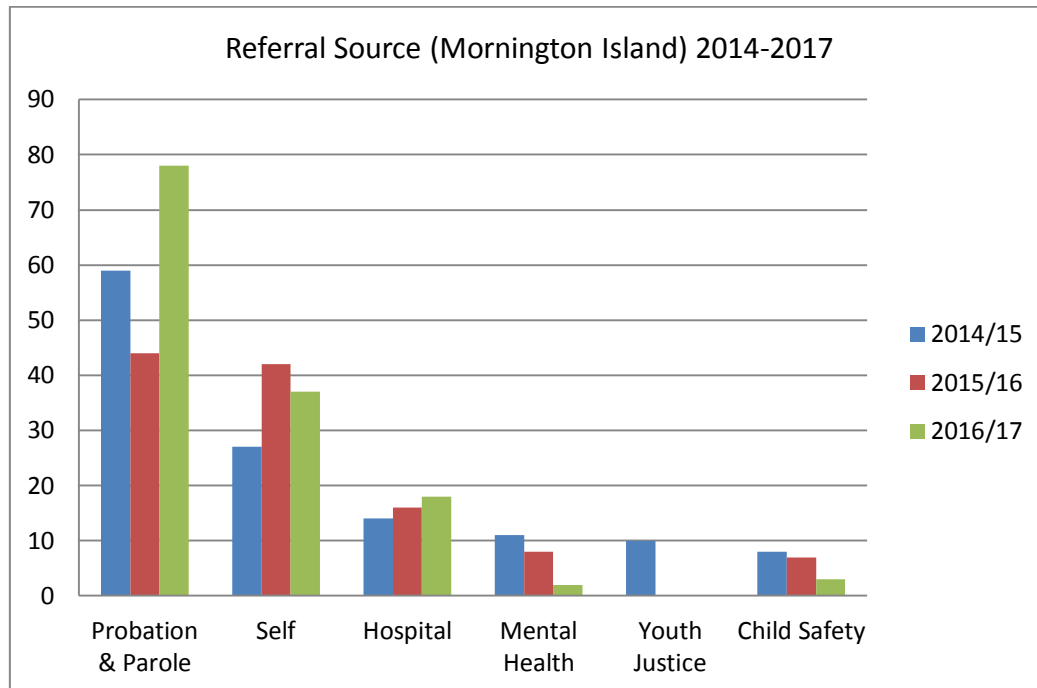
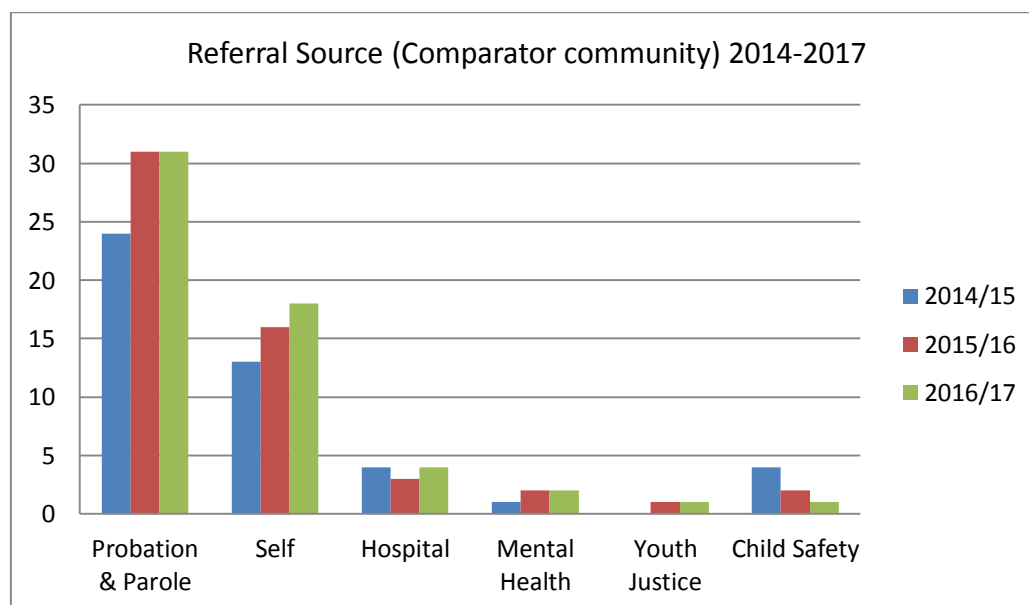


Figure 12. Referral sources for comparator community between 2014 and 2017



The figure below (Figure 13) presents the number of distinct consumers and the total number of referrals and service episodes. The number of distinct consumers in 2016/17

(n=103) has doubled since 2014/15 (n=50). The number of referrals and service episodes during the same period has increased by two and half times.

Figure 13. Mental health consumers in Mornington Island between 2014 and 2017

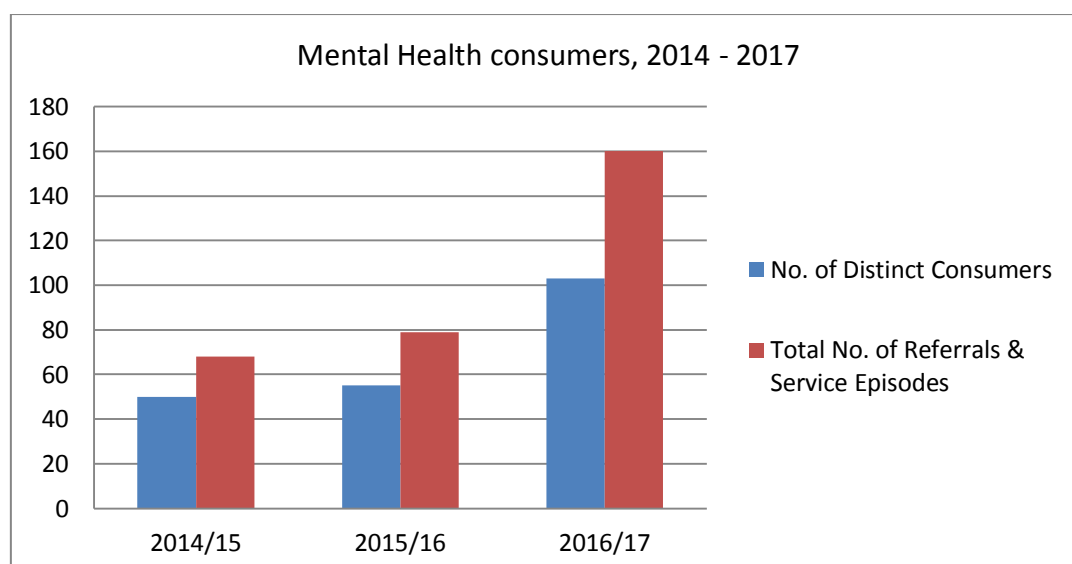


Table 5 reports the number of Mornington Island residents presently dialysis dependent. (Shaw, 2017, personal communication).

Table 5. Number of dialysis dependent patients and the type of treatment being received

Types of treatment being received by dialysis dependent patients	Number of patients
Haemodialysis in the hospital(home haemodialysis)	1
Peritoneal dialysis on Mornington Island	6
Mornington Island residents receiving haemodialysis in Mount Isa	7
Mornington Island residents receiving haemodialysis Townsville ¹	8
Transplant patients	1
Total	23
Likely starting dialysis in the next 3-6 months	3
Other CKD patients ²	17

¹ of these training to go home on haemodialysis

² this number includes palliative care/supportive care/not having dialysis patients

Criminal justice data

According to Junkuri Laka – Wellesley Islands Law, Justice and Governance Association Incorporated, the occurrences on Mornington Island from 1 July 2016:

- 116 Applications for Domestic Violence orders,
- 145 Breaches of Domestic Violence orders,

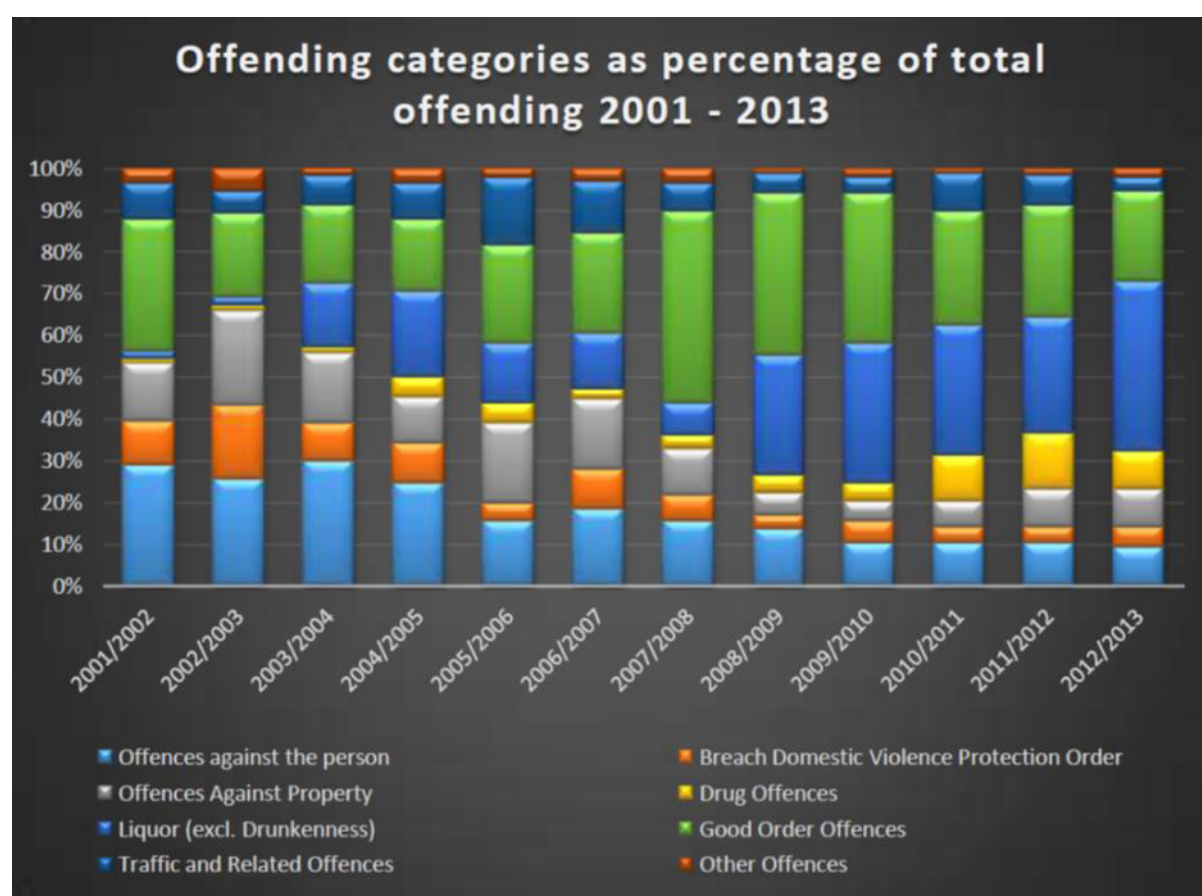
- We attended many more Domestic Violence incidents classified as other action or No Domestic Violence after investigation,
- 847 occurrences were recorded as liquor related. These are made up of serious assault offences, public nuisance, domestic violence, drink driving and wilful damage.

The following data, compiled by Junkuri Laka – Wellesley Islands Law, Justice and Governance Association Incorporated as part of their June 2014 AMP Review Mornington Island Core Strategy and presented in Figure 14, reported there has been an a substantial increase in offending levels, particularly alcohol possession offences since the second and stronger alcohol controls were implemented in 2008/09. According to the report, the offence of alcohol possession was the largest and fastest growing offence category on Mornington Island between 2001 and 2013 (see figure 14). Alcohol-related offending also continues to be high. Compared a percentage of the total number of offences, violent offending has decreased despite the illicit trade of alcohol and related misuse due to the high number of residents charged with alcohol possessions breaches.

The report found 80% - 90% of other offending, specifically public order offending and violent offending were committed by people under the influence of alcohol. In the case of violent offences, in most cases the victim is also under the influence.

The statistics reported in the earlier 2014 report also stated that ambulance between 1 October 2011 and 30 April 2014 there were 1940 call outs for an ambulance in that period 293 (15%) offending types of behaviour, including assaults. Of that number, 172 incidents (59%) indicated alcohol abuse as a factor in the incident (Junkuri-Laka, 2014).

Figure 14. Offending categories as percentage of total offending, 2001 - 2013



The Department of Prime Minister and Cabinet during the conduct of this review process indicates the following:

Offences against the person

According to data from the Department of Prime Minister and Cabinet, there was a general decline in the rate of offences against the person in Mornington Island over the reporting period of 2000–01 to 2014–15. There was a notable increase in the annual rate of offences against the person in Mornington Island during 2014–15, compared with 2013–14.

Convictions for breaches of alcohol restrictions

Between 2014–15, Mornington Island experienced a significant increase in their annual rate convictions for breaches of alcohol restrictions.

Children subject of a substantiated notification of harm

Over the period 2013–14 to 2014–15, there was a significant increase in the annual rate of children who were the subject of a substantiated notification of harm in Mornington Island (Wettenhall, 2017, personal communication).

Research conducted on Mornington Island in the Development of the Keeping on Country – Doomadgee and Mornington Island Recidivism Research Report, to look at ways of reducing incarceration rates as part of the Federal Government’s “Breaking the Cycle” initiative which aimed to address the impact of alcohol and drug abuse among Indigenous people living in remote communities, clearly identified the following risk factors – “the normalisation of crime within families, and juveniles committing crimes with peers while under the influence of alcohol and/or drugs. All of the offenders in the cohort cycled into the adult prison system with eighty percent being charged with domestic violence while under the influence of alcohol or drug use”

The report further identified that in the absence of employment or other structured activities returning prisoners frequently relapsed back into previous habits associated with alcohol and drug dependency, which resulted in further breaches around domestic violence orders and subsequent interactions with police and courts (Dawes, Davidson, Walden, & Isaacs, 2017, p iv).

Domestic Violence

Excessive consumption of alcohol is commonly intertwined with families is domestic and family violence occurrences. This has several implications for families including the initiation of personal protection orders. As outlined in the 2016 KPMG report for the Queensland Government’s Department of Premier and Cabinet, analysis of Cape York and the Gulf which there are large Indigenous populations have highest per capita rates of domestic and family violence (Queensland Department of the Premier and Cabinet, 2016).

Table 6 provides a breakdown by LGA of the communities with the highest rates of domestic and family violence. The highest rates of domestic and family violence are experienced in Queensland’s Indigenous communities, where the prevalence rates range from 111 incidents per 1000 people in Carpentaria to 278 per 1000 people in Cherbourg. In Mornington Island, the incident rate was 163.9 1000 people. This compares to the State average of 15.5 incidents per 1000 people in 2014 (Queensland Department of the Premier and Cabinet, 2016).

Protection order prevalence rates are presented in Table 7. For protection orders the prevalence rates range from 32 protection orders per 1000 people in Pormpuraaw to 1000 per 1000 people in Kowanyama. In Mornington Island, the protection orders rate was 63.4 per

1000 people. This is much higher than the State average of 4.32 protection orders per 1000 people (Queensland Department of the Premier and Cabinet, 2016).

Table 6. Top 10 areas with large Indigenous populations and highest number of police incidents

Local government area	Incidents	Incidents per 1000 people
Cherbourg	357	277.6
Woorabinda	269	270.1
Kowanyama	248	222.4
Yarrabah	585	218.2
Doomadgee	278	201.2
Palm island	497	191.9
Mornington Island	199	163.9
Wujal Wujal	37	129.8
Aurukun	162	115.6
Carpentaria	245	111.0

Table 7. Top 10 areas with large Indigenous populations and highest number of protection orders

Court	Protection orders	Incidents per 1000 people
Kowanyama	111	99.6
Woorabinda	76	76.3
Yarrabah	187	69.8
Mornington island	77	63.4
Doomadgee	81	58.6
Palm island	93	35.9
Wujal Wujal	10	35.1
Aurukun	49	35.0
Lockhart River	17	32.1
Pormpuraaw	23	31.6

School attendance

Table 8 presents school attendance between 2008 and 2016 from the *My School* website. The average school attendance rate over the first seven years (excluding 2015 and 2016) was 68.5. After 2008, there was a steady increase in attendance rate.

Table 8. Total student enrolments and attendance rates for Mornington Island, 2008 - 2016

Year	Girls	Boys	Total enrolments	Indigenous students (%)	Attendance Rate (%)
2008	122	137	259	100	57
2009	134	153	287	99	66
2010	117	152	269	99	77
2011	134	169	303	98	70
2012	120	154	274	98	75
2013	127	148	275	98	66
2014	126	146	272	99	69
2015	115	126	241	95	Not recorded
2016	111	138	249	95	Not recorded

According to Department of Prime Minister and Cabinet, the education gap is closing on Mornington Island in a number of areas. In 2015 Mornington Island State School has seen improvement in 10 out of 15 NAPLAN domains in Years 3, 5 and 7 and have achieved 56% of students at or above the National Minimum Standard across six literacy and numeracy areas. The percentage of Year 3 pupils at or above the National Minimum Standard in reading went from 63% in 2014 to 73% in 2015. The percentage of Year 5 pupils at or above the National Minimum Standard in reading went from 69% in 2014 to 100% in 2015 (Wettenhall 2017).

According to Junkuri Laka Wellesley Islands Law, Justice and Governance Association Inc, there are 408 individuals who are categorised as school aged community members on Mornington Island, with birth dates between 1/7/2011 and 1/7/2001 (Zondag, 2017, personal communication). At the 2016 census, school attendance on Mornington Island is as follows (ABS, 2017):

- Pre School- 24 students
- Primary- 158 students
- Secondary- 50 students
- Technical and further- 4 students
- Not stated- 94 students
- Total number of students- 330

There are several strategies in place in recognition of the disparity in school attendance by indigenous children in remote or discrete communities. One strategy is the Remote School Attendance Strategy (RSAS) which commenced at the start of 2014, and is being implemented in partnership with communities and schools in locations in New South Wales, South Australia, Western Australia, Queensland and the Northern Territory. The strategy is designed to be community driven and to suit local needs through working with local providers to employ school attendance teams to help kids get to school, while offering local employment to community residents (Department of Prime Minister and Cabinet, 2017)). Staff involved in the Strategy work collaborative with schools, families, parents, and community organisations to ensure all children go to school every day.

Mornington Island State School was selected in conjunction with the Queensland Department of Education and Training because the school had low school attendance rates over recent years. As Table 6 demonstrates, Mornington Island State School's 2013 school attendance was 66 per cent.

Queensland Department of Education and Training fund ten staff RSAS-related positions, including. These positions are outlined below:

- 1 x Full time coordinator
- 1 x Full-time School Attendance Supervisor
- 2 x Full time School Attendance Officers
- 6 x Part-time School Attendance Officers

Table 9. Rates of school attendance from the Department of Prime Minister and Cabinet (Wettenhall, 2017, personal communication).

Year	2014	2015	2016	2017 ¹
Attendance rate	69.8	73.5	67.6	64.2

¹ The average for 2017 is based on Term 1, 2 and part of Term 3

In addition to the data received above for Mornington Island State School, the following table (Table 10) presents school attendance for each year level for the first three weeks of term 3, 2017.

Table 10. School attendance rate for each year level for Term 3, 2017

Year Level	Week 1	Week 2	Week 3
Prep Year	54.5%	72.4%	82.8%
Year 1	59.7%	57.0%	63.3%
Year 2	58.9%	67.4%	73.7%
Year 3	62.4%	66.7%	73.3%
Year 4	66.3%	61.4%	68.2%
Year 5	48.1%	66.0%	64.0%
Year 6	63.1%	82.1%	84.8%
Year 7	44.4%	43.2%	54.8%
Year 8	32.5%	23.5%	36.5%
Year 9	31.8%	32.9%	41.0%
Year 10+	27.1%	42.9%	62.9%
Total attendance rate	54.8%	59.9%	66.8%

Qualitative information from long-term residents and services providers

As part of the review, the Council participated in long-term consultation with lifelong residents of Mornington Island and service providers about the impacts of the AMP, both favourable unfavourable, and what should happen to Mornington Island's AMP in the future. The information and quotes below are from these conversations the Council has conducted during the review process as well as written reports from service providers. Key service providers include QPS, Queensland Health and Queensland Education.

Increase in availability of illegal alcohol

Council discussions with lifelong residents of Mornington Island revealed that from the time the first wave of restrictions regarding take home alcohol came into place in 2003, individuals began experimenting with the manufacture of homebrew utilising commercial homebrew kits. At about the same time some individuals expanded their involvement into 'grog running' from the mainland. Both these activities led to an increase in sly grogging, i.e. the unlawful on-sale, or commercial operation of supply or sale of legal alcohol (hot grog) and illegal alcohol (homebrew). Both forms of alcohol are used for personal use or shared amongst family and friends and are often present at family events.

With the total ban of alcohol introduced through closure of the tavern under the 2009 legislation, levels of manufacturing of homebrew rapidly increased and 'grog runs' to the mainland to purchase large amounts of alcohol to bring back to island became a more regular occurrence. Service providers also reported a similar observation:

Alcohol was banned on Mornington Island in 2008, but since then a cottage industry of brewing alcoholic beverages on the island, "Home-brew", has sprung up so that the access to alcohol is now far greater than at any time in the past. This has resulted in a gradual increase in the number of residents of Mornington Island whose lives are being adversely affected (Gilford, 2017a, personal communication).

Since the second wave of restrictions, homebrew has transitioned from commercial homebrew kits to the current homebrew practice. According to community members, homebrew is now the main source of alcohol on Mornington Island. Sly grog continues to play a role in the illicit supply chain.

Homebrew consumers and consumption habits

Community members indicate the age range of those manufacturing and consuming homebrew is anywhere from 8 years old to older than 60 years of age. It is reported that around 85% of local residents have regular exposure to homebrew. According to service providers including the hospital, when homebrew is purchased, it is consumed in large quantities at one time by drinkers:

The 10 litre container is typically consumed by a small number of people who have contributed to its purchase, and they sit and drink it until it is empty or they fall asleep. Each person will therefore drink the equivalent of 3-4 bottles of wine (Gilford, 2017a, personal communication).

Each container is drunk in one sitting by a small number of community members. Each person may well be drinking in one sitting about 2 litres, or about 28 units of alcohol. Current guidelines are to limit alcohol to 14 units a week. Most of the people who drink home-brew do so at least once a week. One Unit of alcohol is 10g, 100-120ml of wine, or 375ml of mid-strength beer” (Gilford, 2017b, personal communication).

Method of homebrew production

Whilst the manufacture of homebrew on Mornington Island has been present for the last fourteen years, the method of the production has changed significantly during that time.

There has been a transition from traditional brewing methods using commercial brewing kits to present day methods with scant attention to hygiene or process.

Current production methods invariably include the use of turbo yeast. Other ingredients are reported to include sugar, cordial, fruit juice and colouring and flavouring agents such as soft drink and vegemite. According to community members, homebrew is easy to make and therefore easy to supply to residents in the community. It is common practice for brewing to be completed 24 to 48 hours, which is usually done in open, unsanitary containers at very high temperature. The process produces homebrew that contains high levels of alcohol and ethanol and low levels of sugar.

The police have intercepted a package of Turbo Yeast which had been sent here for the purpose of making homebrew. Turbo Yeast is manufactured by a British company and has been specifically formulated to produce a liquid containing high concentrations of alcohol. The manufacturer's website states that one preparation can be expected to produce an alcohol concentration of 23%. The only ingredients needed are the turbo yeast, sugar and water. The resulting liquid is supposed to be mixed with an essence to produce a drink similar to a spirit or fortified wine. The clear intention of the brewers on Mornington Island is to produce a drink whose only merit is the high alcohol rather than taste. For more information:

<http://www.hambletonbard.com/how-to-make-wine-beer-moonshine-alcohol/turbo-yeast-moonshine-alcohol>” (Gilford, 2017a, personal communication).

Cost of homebrew

According to several service providers the cost to purchase a container of homebrew is approximately \$250 and that there is willingness among drinkers of homebrew to pay this amount:

At present the home-brew retails at \$250 for 10 litres, which contains about 140 units of alcohol, so about \$1.80 per unit. In comparison a cheap bottle of wine, containing 6 units of alcohol, costs about \$10, or \$1.60 a unit. A can of Mid-strength beer sells for about \$3.60 each, or \$36 for a carton which contains about 24 units, which is \$1.50 per unit. Therefore the makers of home-brew will only have to reduce the price of a container a small amount to remain competitive” (Gilford, 2017b, personal communication).

Home-brew is produced in 10litre containers and sells for about \$250. It is manufactured in unhygienic dangerous ways and is of variable concentration and quality. The alcohol concentration in the samples that have been tested varies from about 3% (same as a light beer) to 13% (similar to wine) (Gilford, 2017a, personal communication).

Community impacts of homebrew

There are several implications for community residents who consume homebrew. Dr Chris Gilford provided two reports (February and July, 2017), describing some of the health implications for drinkers who consume homebrew including dehydration, and damage to kidneys as illustrated by the following quotes:

The alcohol is a diuretic, that is it causes the excretion of urine, and if the drink has more than about 7% alcohol, the drinker passes a larger quantity of urine than the quantity of fluid that they have drunk. They therefore get dehydrated and have to drink more of the home-brew to relieve their thirst. This contributes to why, once they start drinking homebrew, they do not stop” (Gilford, 2017a, personal communication).

It is the high concentration of alcohol that is the main problem. Alcohol is a diuretic, meaning that it causes the kidneys to excrete urine. At a concentration of about 5% (as in beer) the kidneys excrete fluid at an appropriate rate for the amount of fluid that has been drunk. At concentration of more than 10% they excrete more urine than has been replaced by the fluid that has been drunk. So the person gets dehydrated and so has to keep drinking more fluids to stop feeling dry” (Gilford, 2017b, personal communication).

Implications for school children were raised by community members and service providers, reporting that children are regularly exposed to homebrew consumption in the home environment. Community members and service providers reported when parents were under the influence of homebrew children were impacted through not going to school or having implications for their wellbeing including poor sleep:

According to hospital records, about 195 drink alcohol to the extent that it is having a profound negative effect on their lives. This figure may be an underestimate. It is only the people we know about, and does not include those whose lives are affected indirectly by those around them who drink to excess. This figure is only the adults. Children of a parent/s who use homebrew in such a way that it causes problems in the child's life are affected too. If their parent/s are intoxicated most of the time, the children often have difficulty in school, or are unlikely to go to school therefore having educational consequences. Often the children are preoccupied or tired because of home or neighbourhood events and unable to concentrate in school. A child's health can also be compromised when a parent does not seek timely medical treatment for a child's illness, due being too tired to notice the symptoms the child might be displaying or too tired to take the child to clinic, and it can cause neglect on occasions due to a child being injured when they are not adequately supervised" (Gilford, 2017a, personal communication).

"Some children that don't go to school and can't read or write know all the ingredients required and how much of each is needed to make homebrew."
(Community members)

Dr Chris Gilford also reported the following health issues related to excessive alcohol consumption (Gilford, 2017a, personal communication):

- It has a direct toxic effect on most body organs, particularly the brain, liver, kidneys and heart;
- Drinkers do not look after themselves. Their hygiene standards fall so they get more infections. They tend not to eat properly. They lose weight and become deficient in some vitamins, which can lead to brain damage;
- Money is often spent on the homebrew, so there is little left over for the basic necessities of life;
- Drinkers who have other health problems ignore them. They don't take their tablets or turn up for appointments;
- We see arguments with their family and friends, and often the only way they can express themselves is by threatening self-harm or suicide;

- People don't seek treatment when they are drunk, so their illnesses which would be easily treatable early, then progress and become untreatable;
- Drinkers are more likely to be a victim of violence. They may say things they wouldn't if they were sober, and are less able to avoid the punches when they come.
- Alcohol affects unborn children, causing Foetal Alcohol Spectrum Disorder in children of mothers who drink alcohol during pregnancy;

Impacts on service providers

Illicit alcohol including homebrew has several impacts on the resources of service providers. As per hospital policy, when an intoxicated person arrives at the hospital, they have to be supervised by a staff member. It was reported by Chief Executive Officer, North West Hospital and Health Services Lisa Davies-Jones that this can at times requires two nurses. It is also not uncommon for nurses to request help from the police station. This can have implications for the treatment other patients receive: *the other patients who are more seriously ill or injured cannot be seen.*

Another reported issue with presenting intoxicated individuals to the hospital, was the ability for staff to determine the role of alcohol or other injuries in contributing to their mental state:

It is often very difficult to establish whether a person's mental state is due to alcohol intoxication or due to a bleed in the brain from a head injury, because the symptoms are very similar. As we have no CT scanner here the only way of differentiating these conditions is to wait and see how their mental state changes, and this takes up a lot of a nurse's time. Intoxicated patient often have wounds that need to be sutured. This is almost impossible to do while they are intoxicated as they often cannot keep still during the suturing. We are seeing a very negative result of a seemingly well intended solution made in 2008 (Davies-Jones, 2017, personal communication).

The AMPs have reportedly increased after-hours workloads for the hospital:

As I worked in Normanton from 2000 – 2013, I am able to describe the effect of the alcohol management plan that was implemented there in about 2004. Before then the favourite drink was 'fruity' a sweet wine (fruit elixir) that was sold in 4 litre casks for

about \$15. The Alcohol management plan banned the sale of cask wine but allowed almost unlimited sale of beer. The effect on the local population and therefore the hospital was dramatic. I estimate that the after-hours workload of the hospital halved, and the general health of the aboriginal people improved significantly.

The resources of QPS are also heavily impacted by effects of homebrew and alcohol consumption on Mornington Island. QPS reported that there are limited community services where intoxicated individuals can be diverted to:

Persons entering custody at Mornington Island, as a result of nil diversion centres, alcohol shelters, men's shelter and women's shelter (Woman's DV shelter – reluctant to take alcohol effected persons – predominantly for aggrieved and victims of Domestic and Family Violence) Over summer months Mornington Island Police can process and house 65+ persons per month and in the cooler month's average 40+ person per month.

Higher intoxication with homebrew

According to QPS, the average breath test conducted for health reasons is .250%. It is considered that this may be a true reflection of the average breath test levels for individuals under the influence of homebrew who enter custody. An alcohol reading is unable to be sourced upon initially entering custody. Individuals either refuse to supply (fear of having reading used against them in court process) or in the majority of cases are unable to supply a specimen of breath. (Cant blow for 2-3 seconds) upon opportunity presents a breath test is taken hours later to get a reading of the persons current alcohol affected status in custody.

In checking persons entering custody, staff are now able to accurately estimate as to whether the offenders have been consuming homemade alcohol (homebrew) or regulated alcohol (hot grog/sly grog):

- Anything recorded over 0.250% is by far predominantly “homebrew” and up to approximately .300%
- Alcohol with a reading 0.150% – 0.180% is regulated alcohol (hot grog – sly grog)

Dr Chris Gilford also reported that homebrew has a high alcohol concentration:

Some batches of the home-brew have been analysed and found to contain between 4 and 14% alcohol, mostly in the upper part of that range. Other substances have been found but it is the alcohol which is important. This concentration of alcohol is higher than is found in wine. Red wine is about 13%, white wine 11.5%.

From QPS observations, individuals under the influence of homebrew are often:

- *Become intoxicated extremely quickly on homebrew.*
- *Extremely uncooperative, aggressive appear absolutely drunk.*
- *Slurred speech glassy eyes, dripping mucus from nose.*
- *After sleeping off the effects of alcohol and upon release – persons experience complete memory loss of the incident that had originally come into custody for and become remorseful.*

QPS staff reported that community members under the influence of regulated alcohol are more coherent at the time of arrest as the following quote illustrates:

People affected by regulated alcohol, who have not consumed (hot grog – sly grog) appear less aggressive and violent towards Police. Much easier to deal with and more co-operative. [They] Have memory of events, incidents that had occurred and why ended up in watch house facility.

Penalties for homebrew are not a deterrent

Some service providers held the opinion that the penalties received by homebrew producers and sellers in the court when convicted were not a deterrent, with fines received below the maximum penalty for such an offence:

According to the sign that was displayed at the Airport, the penalty for possession of home-brew is \$70,000, which sounds like a good deterrent. However the average penalty handed down by Magistrates is in the range of \$100 - \$200, and as this can be added to someone's SPER (State Penalties Enforcement Registry) account it is of no consequence.

....The home-brewers will not be priced out of the market, so the only way to control the supply will be strict enforcement of the law. I do not think that education will have much success as many people will deny the ill effects, as it has been sold here for so long ” (Gilford, 2017, personal communication).

Homebrew laboratory test


The following photographs show the typical homebrew and turbo yeast as observed by Mornington Island Police and as being consumed by drinkers in the community.

Figure 15. Photographs of homebrew



The figures below (Figure 16 and 17) contain the analysis of homebrew samples using turbo yeast that were taken on Mornington Island in December 2016. Notable in the analysis are surprisingly high concentrations of alcohol including levels as high as 13% of alcohol by volume and higher than expected concentrations of yeast fermentation by-products such as butanol and ethyl-acetate suggest rapid production under high temperatures (Liddel, 2017 – personal communication). Acetaldehyde is of concern, particularly at the high concentrations observed in samples A and B, because this chemical is damage body tissues directly (Sciencelab, 2015). As an intermediate oxidation product of alcohol, its presence suggests use of an additive in the brew for flavour or improper storage.

Figure 16. Certificate of analysis of homebrew sample

 Queensland Government		Forensic and Scientific Services HealthSupport	
CERTIFICATE OF ANALYSIS			
CLIENT: Mornington Island Hospital Mornington Island QLD 4892		Package number: 16120004 Client Reference: Samples A - G Date Received: 2 nd December 2016 Date Commenced: 5 th December 2016 Laboratory Number: 16PA66 – 16PA72	
ATTN: Karen Savage N.P.			
CC:			

Submitting Authority	Mornington Island Hospital
Number of Samples	Seven
Reason for Analysis	
Method/s of Analysis	QIS 12699 – Determination of Ethanol in Beverages by Gas Chromatography QIS 12678 – Determination of Congeners in Beverages by Gas Chromatography QIS 12677 – Determination of Sugars by HPLC QIS 24485 – Determination of major and trace elements in foods
Description of Sample	The samples comprised seven plastic bottles partially filled with cloudy liquid, "home brew".
Remarks	Results for the analyses performed are presented below. The concentrations of vanadium, chromium, cobalt, nickel, molybdenum, Silver, antimony and mercury were all found to be below 0.01 mg/kg in all samples. The concentrations of tin were found to be less than 0.05 mg/kg in all samples. The concentrations of barium were found to be less than 0.2 mg/kg in all samples. Results for ethylene glycol concentrations will be given in a further report.

.....
 Dr James Carter
 Senior Chemist, Food Chemistry Laboratory
 10th January 2017

NATA Accredited Laboratory 41
16PA66 - 72
This report overrides all previous reports. The results relate solely to the sample/s as received and are limited to the specific tests undertaken as listed on the report. The results of this report are confidential and are not to be used or disclosed to any other person or used for any other purpose, whether directly or indirectly, unless that use is disclosed or the purpose is expressly authorised in writing by Queensland Health and the named recipient on this report. To the fullest extent permitted by law, Queensland Health will not be liable for any loss or claim (including legal costs calculated on an indemnity basis) which arise because of (a) problems related to the merchantability, fitness or quality of the sample/s, or (b) any negligent or unlawful act or omissions by Queensland Health that is connected with any activities or services provided by Queensland Health under this agreement (including the timing and/or method under which the sample/s were taken, stored or transported).

Enquiries Jim Carter Phone (+61 7) 3274 9228 Email Jim.Carter@health.qld.gov.au	39 Kessels Road Coopers Plains QLD 4108 AUSTRALIA	PO Box 594 Archerfield QLD 4108 AUSTRALIA	Phone (+61 7) 3274 9111 Fax (+61 7) 3000 9628 Email FSS@health.qld.gov.au
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Page: 1 of 2

Figure 17. Certificate of analysis of homebrew sample

CERTIFICATE OF ANALYSIS

Laboratory Reference : 16120004
Laboratory Number/s : 16PA66 - 72

Lab ID	16PA66	16PA67	16PA68	16PA69	16PA70	16PA71	16PA72
Client ID	A	B	C	D	E	F	G
ABV %	7.1	8.9	2.9	7.1	13.0	5.9	13.1
Acetaldehyde g/L ethanol	27.0 ^{0.5-1.5g/L}	17.9	0.8	2.1	7.8	1.0	1.4
Ethyl acetate g/L ethanol	8.7	11.6	12.7	9.4	4.2	23.5	8.6
Higher alcohols g/L ethanol	12.7	10.4	13.6	11.7	4.4	7.7	7.3
Sugar g/100ml	<0.5	<0.5	<0.5	<0.5	<0.5	<0.5	<0.5
Aluminium mg/kg	<0.5	13	<0.5	<0.5	9.3	<0.5	<0.5
Manganese mg/kg	0.058	0.13	0.15	0.086	0.033	0.14	0.13
Iron mg/kg	<0.2	9	0.52	0.27	3.8	0.41	0.6
Copper mg/kg	<0.1	0.21	<0.1	<0.1	0.48	<0.1	0.15
Zinc mg/kg	<0.5	1.5	0.84	<0.5	0.78	0.74	<0.5
Arsenic mg/kg	<0.01	0.18	<0.01	<0.01	<0.01	<0.01	<0.01
Strontium mg/kg	0.09	0.35	0.048	0.042	0.24	0.08	0.07
Lead mg/kg	<0.01	0.068	<0.01	<0.01	0.038	<0.01	<0.01

NATA Accredited Laboratory 41

16PA66 - 72

This report overrides all previous reports. The results relate solely to the samples as received and are limited to the specific tests undertaken as listed on the report. The results of this report are confidential and are not to be used or disclosed to any other person or used for any other purpose, whether directly or indirectly, unless that use is disclosed or the purpose is expressly authorised in writing by Queensland Health and the named recipient on this report. To the fullest extent permitted by law, Queensland Health will not be liable for any loss or claim (including legal costs calculated on an indemnity basis) which arise because of (a) problems related to the merchantability, fitness or quality of the sample, or (b) any negligent or unlawful act or omission by Queensland Health that is connected with any activities or services provided by Queensland Health under this agreement (including the timing and/or method under which the samples were taken, stored or transported).

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Community Surveys

A total of 174 local community members completed the survey. Most male community members were aged 18-24 years (40%), while female participants were more evenly spread across age brackets 18-24, 35-44 and 45-54 years of age. The majority of the community sample identified as Aboriginal (n=162; 94%), with 5% (n=9) reporting being of Aboriginal and Torres Strait Islander background and 1% (n=2) being of Torres Strait Islander background.

Table 11. Age and gender breakdown of survey participants

Age	Male ¹	Female
16 and under	3	2
18-24	30	24
25-34	11	18
35-44	13	22
45-54	10	23
55-64	0	4
65+ and over	8	5
Total	75 (43.3%)	98 (56.6%)

¹ One male participant has an unknown age

Alcohol use of community survey sample

The majority (n=154; 88.5%) of local survey participants have consumed alcohol at some point in the life. When asked at what age they started to drink alcohol, the majority of local survey participants (n=X, 60%) reported they were aged 18- 27 years when they first consumed alcohol (see Figure 18). Almost one in three (27%) local survey participants first consumed alcohol when they were under the legal age limit, 12-17 years of age. As illustrated in Figure 19, when asked why they starting drinking alcohol, one in three local survey participants reported it was 'because they felt like it' (Bored). Over two in three (70.6%) considered themselves to be a responsible drinker (see Figure 20).

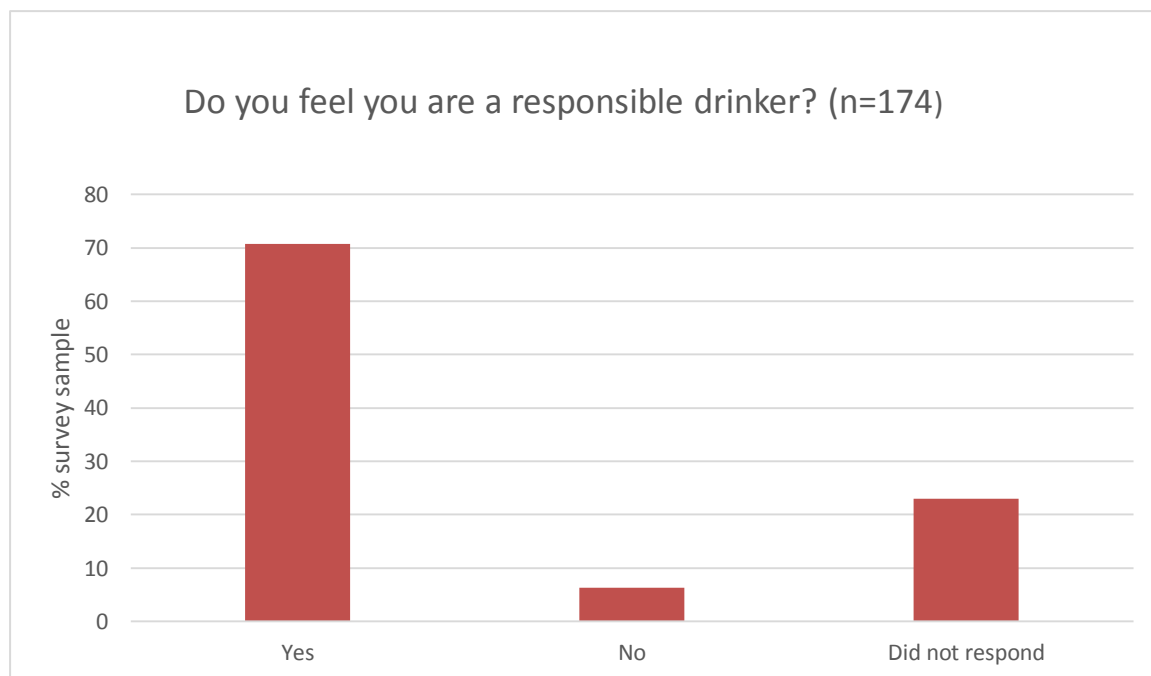
Figure 18. Survey question: What age did you start drinking?



Figure 19. Survey question: Why did you start drinking?



Figure 20. Survey question: Do you feel you are a responsible drinker?



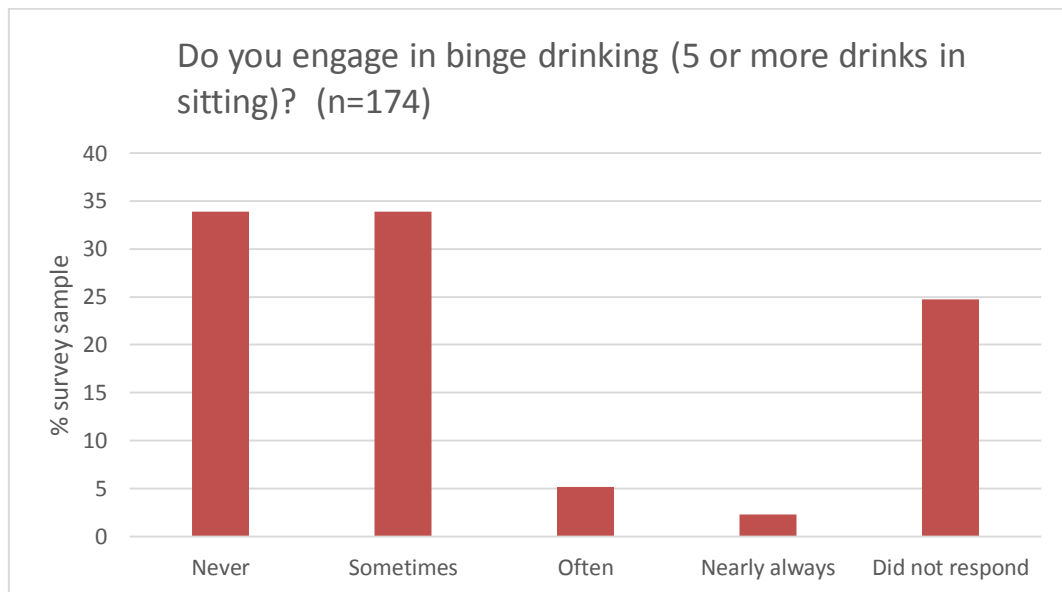
Although alcohol is prohibited in the community, over 30% of the community reported drinking alcohol on a weekly basis (see Figure 21).

Figure 21. Survey question: How often do you drink alcohol?



When asked if they participate in ‘binge drinking’, one in three (33.9%) participants stated that they never binge drink, while 42.0% of participants do engage in binge drinking (see figure 22).

Figure 22. Survey question: Do you engage in binge drinking (5 or more drinks in one sitting)?



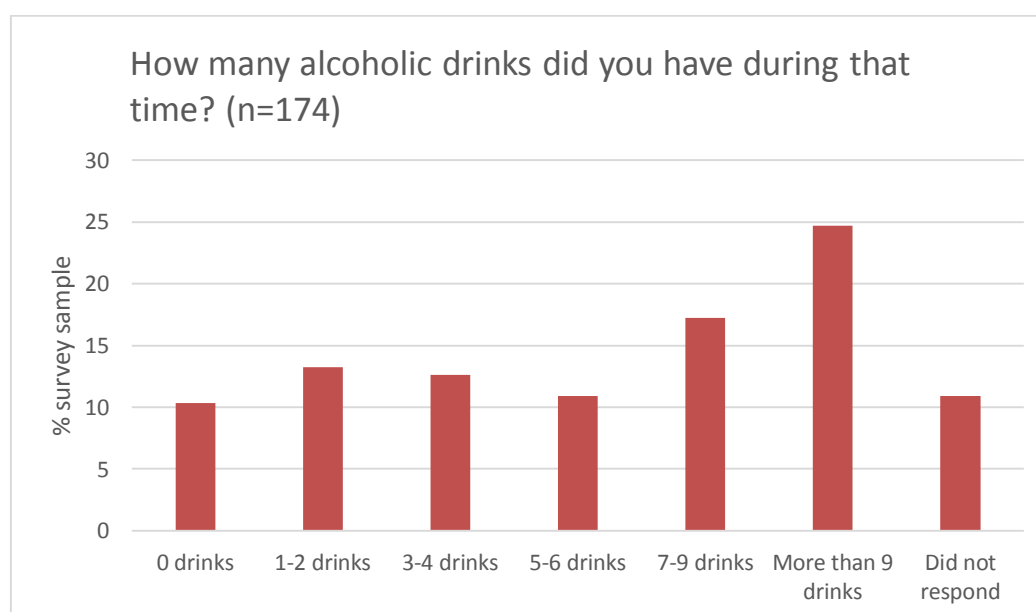
When asked about the last time they were drinking alcohol, one in three (36.9%) participants reported between 1 and 3 hours, while more than one in three (42.5%) participants reported 4 hours or greater.

Figure 23. Survey question: Estimate the number of hours you drank for the last time you were drinking alcohol



As illustrated in figure 25, one in four (24.7%) survey participants reported drinking more than nine alcoholic drinks the last time they consumed alcohol. A further one in four (25.8%) participants reported drinking between 1 and 4 alcoholic drinks.

Figure 24. Survey question: How many alcoholic drinks did you have during that time?



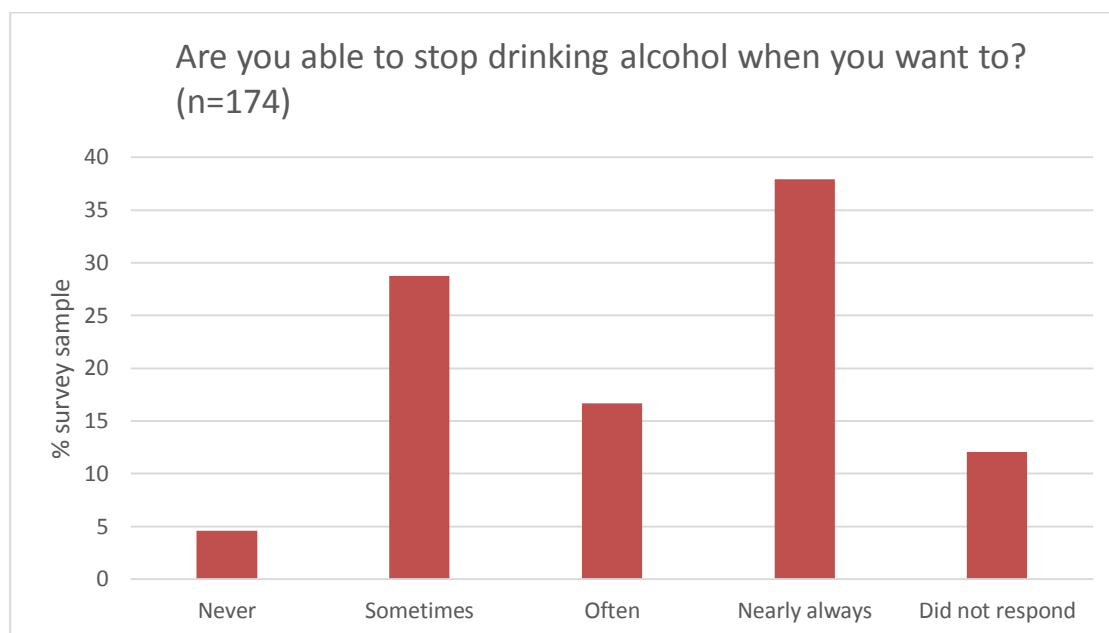
Almost in three (29.1%) of local participants reported not drinking five or more alcoholic drinks in one sitting in the last two weeks. Almost fifteen percent reported drinking five or more alcoholic drinks in one sitting more than seven times in the last two weeks.

Figure 25. Survey question: In the last two weeks, how many times have you had 5 or more alcoholic drinks at a sitting?



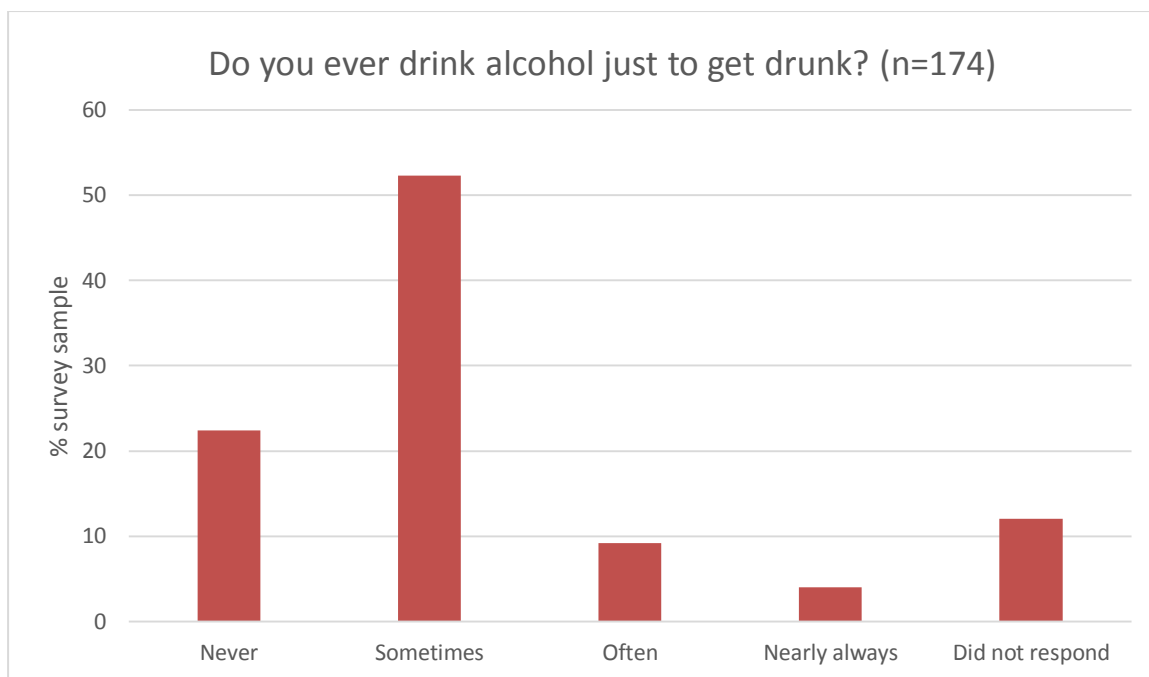
Over one in three (37.9%) participant stated that they can stop drinking alcohol when they choose to.

Figure 26. Survey question: Are you able to stop drinking alcohol when you want to?



Two in three (65.4%) local survey participants reported having consumed alcohol with the primary purpose to become intoxicated.

Figure 27. Survey question: Do you ever drink alcohol just to get drunk?



Almost two in three (59.2%) survey participants stated that they have never passed or experienced memory loss due to drinking alcohol.

Figure 28. Survey question: Have you ever passed out or experienced memory loss due to drinking alcohol (blackout)?

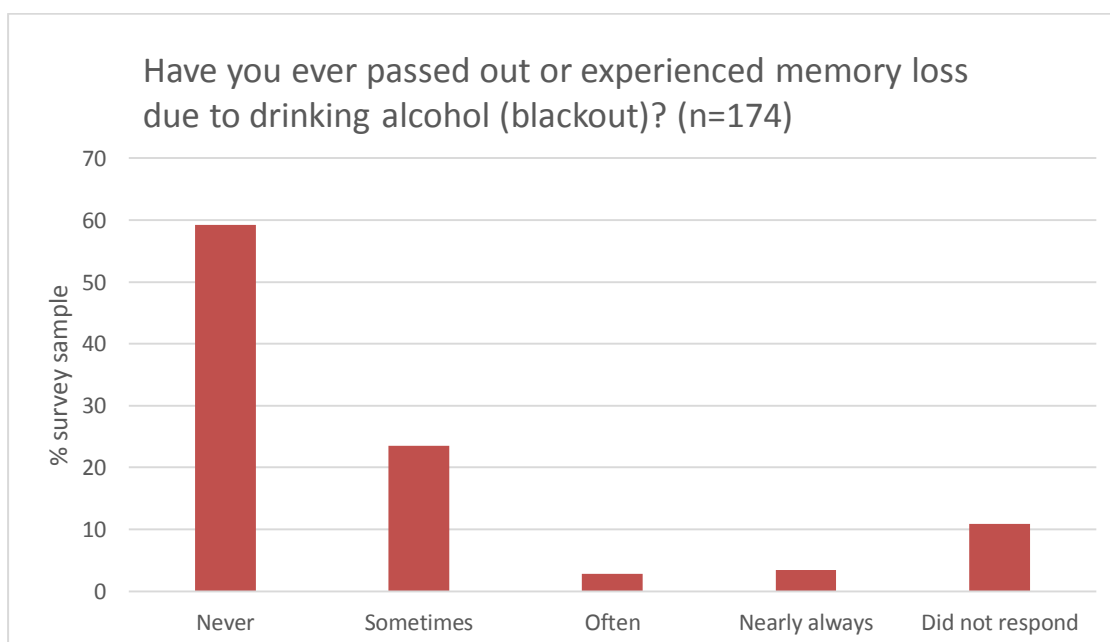
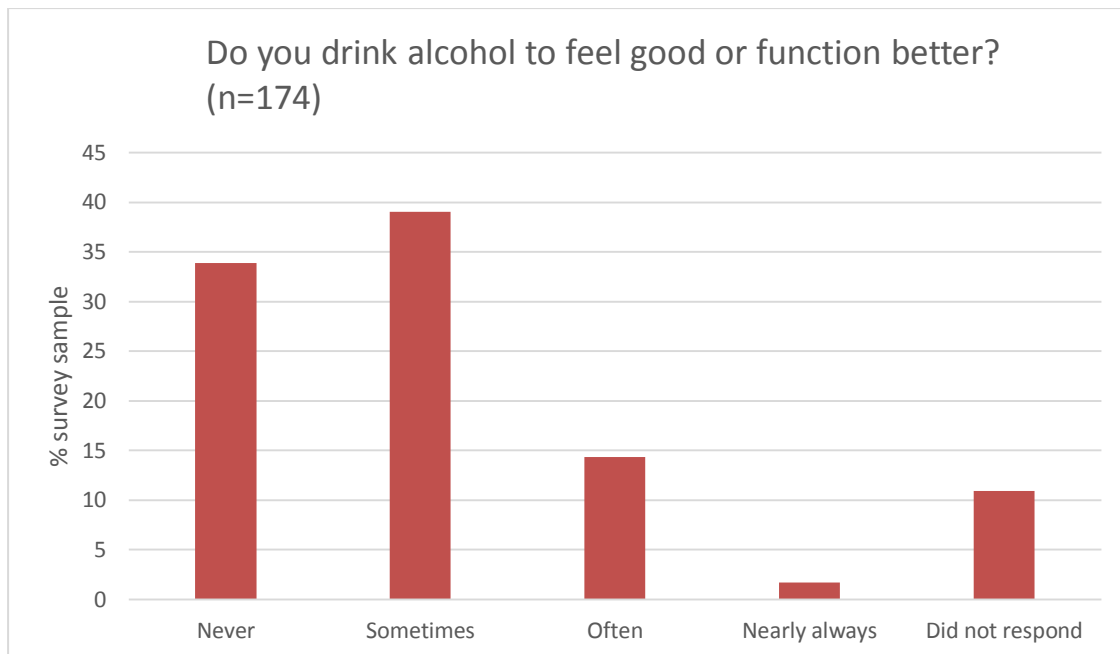


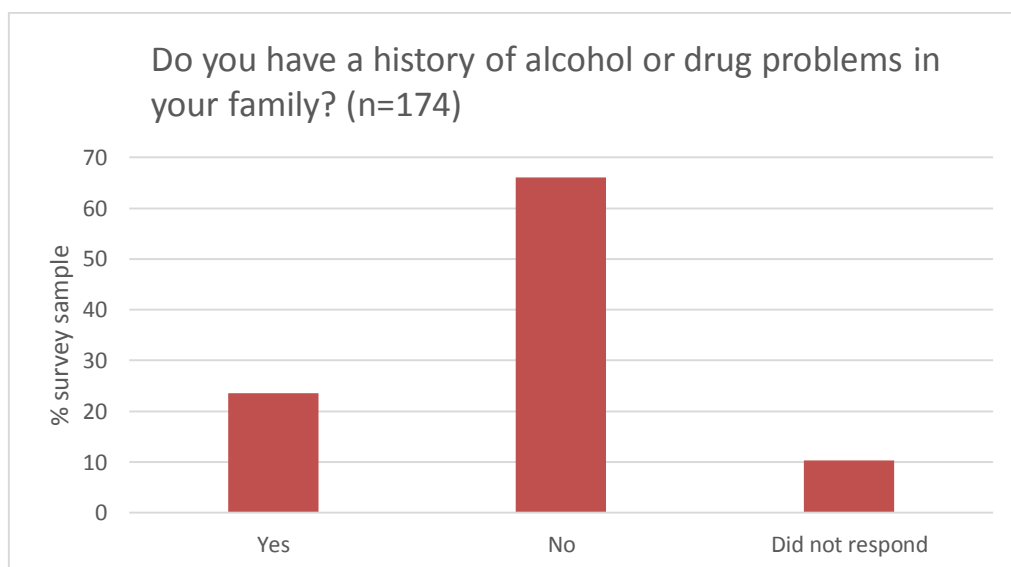
Figure 29 illustrates that over half (55.0%) of survey participant drink alcohol to feel good or to function better.

Figure 29. Survey question: Do you drink alcohol to feel good or function better?



Two in three (66.1%) participant stated that they do not have a history of alcohol or drug problems in their family.

Figure 30. Survey question: Do you have a history of alcohol or drug problems in your family?



Over half (51.1%) of participants stated that they have never consumed alcohol to escape pain, either physical or emotional. Approximately twelve percent reported they have consumed alcohol for this reason.

Figure 31. Survey question: Do you drink alcohol to escape pain, either physical or emotional?

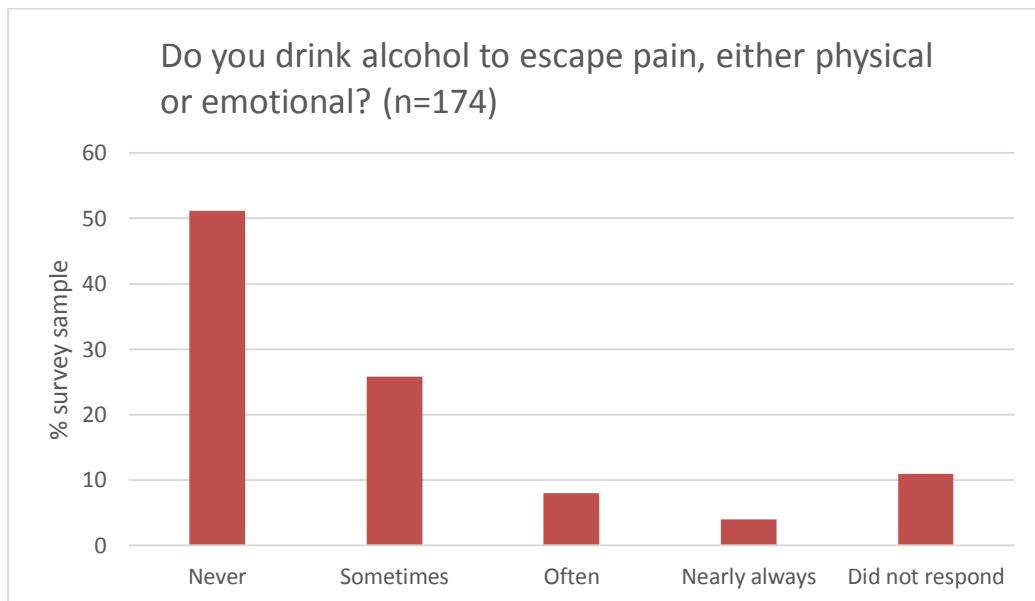
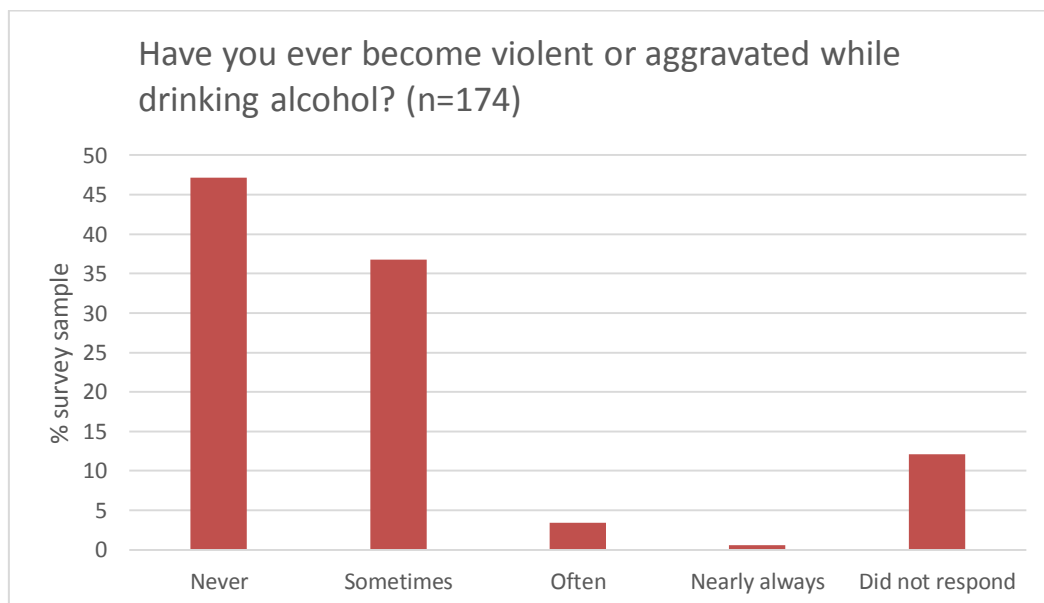


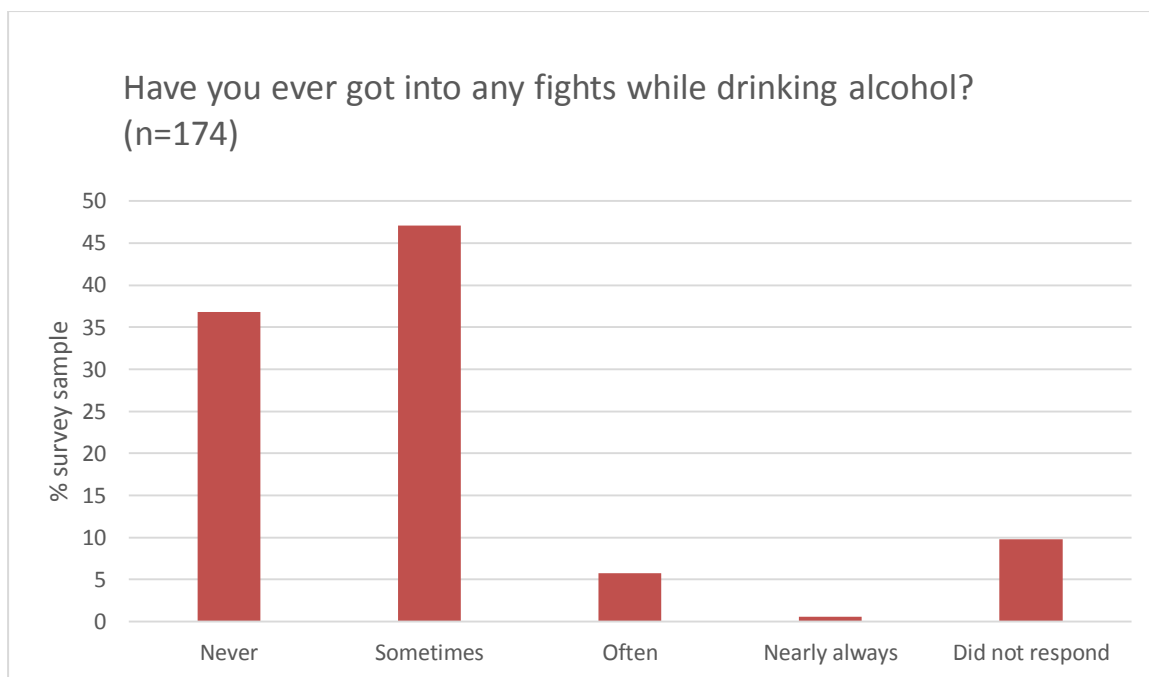
Figure 32 demonstrates that almost half of survey participants report having never become violent or aggravated while drinking alcohol. A further one in three (36.8%) of the participants, however, reported that they have ‘sometimes’ become violent or aggravated while drinking alcohol.

Figure 32. Survey question: Have you ever become violent or aggravated while drinking alcohol?



Over half (53.4%) of participant reported having got into a fight when drinking alcohol.

Figure 33. Survey question: Have you ever got into any fights while drinking alcohol?



Over on in three (44.0%) survey participants reported that they have been the victim of acts of violence whilst drinking alcohol.

Figure 34. Survey question: Have you ever been the victim of acts of violence whilst drinking alcohol?



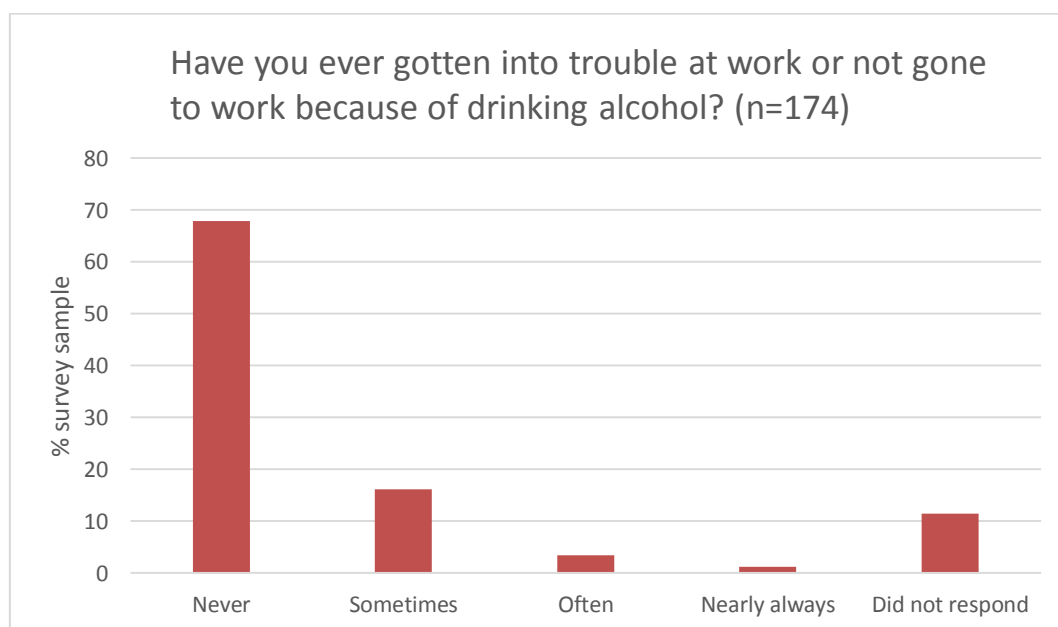
One in three (33.9%) survey participants reported that drinking has been a reason that their relationships with family, friends or girlfriend/boyfriend has broken down in the past.

Figure 35. Survey question: Has drinking ever been the reason that you relationships with your family, friends or girlfriend/boyfriend broken down?



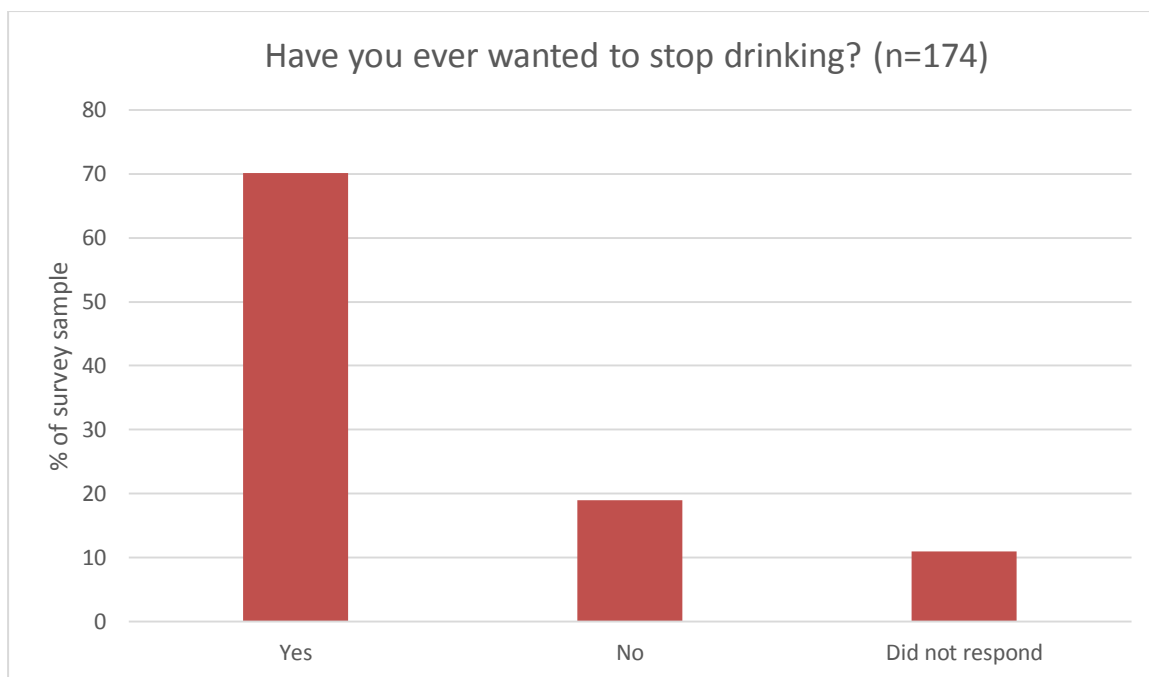
Over two in three (67.8%) survey participants reported gotten into trouble at work or not gone to work because of drinking alcohol.

Figure 36. Survey question: Have you ever gotten into trouble at work or not gone to work because of drinking alcohol?



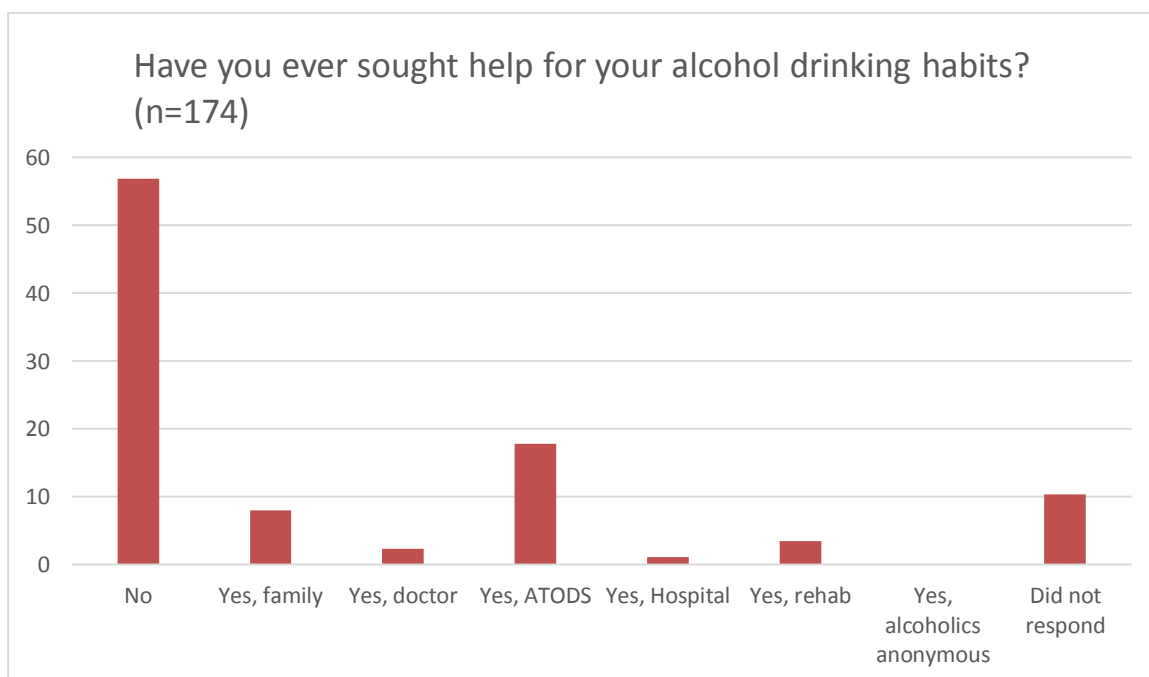
Over two in three (70.1%) survey participants reported that have at some time held the desire to stop drinking.

Figure 37. Survey question: Have you ever wanted to stop drinking?



For those participants who have ever sought help for their drinking habits, ATODS was the main service utilised by participants. Almost one in five (17.8%) accessed ATODS.

Figure 38. Survey question: Have you ever sought help for your alcohol drinking habits?



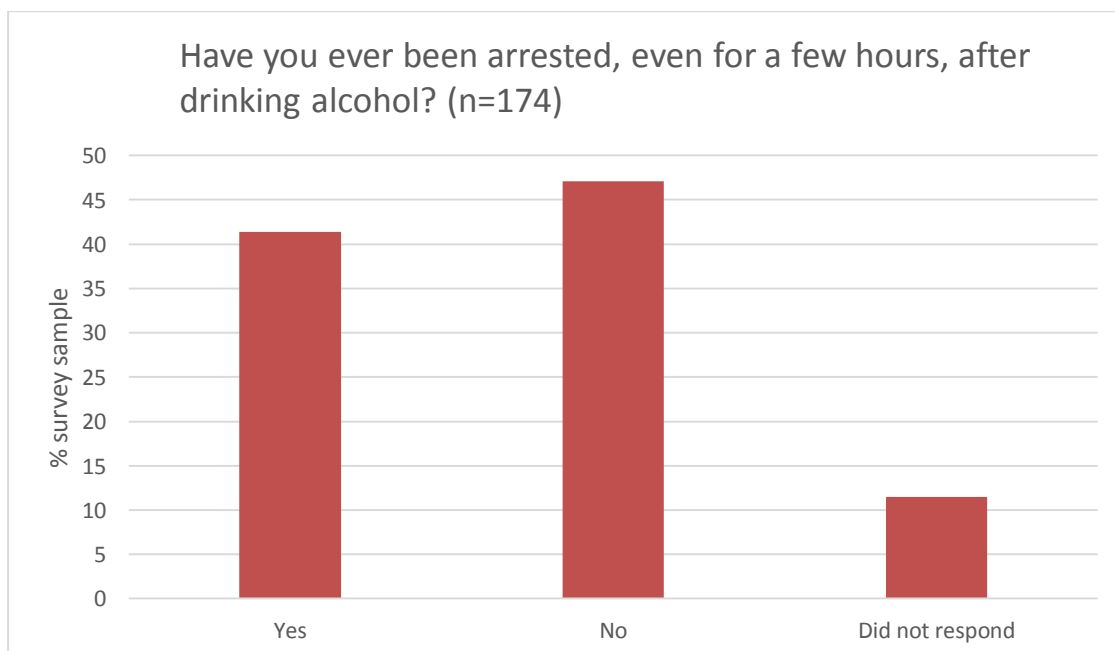
One in four (28.1%) reported that having ended up at the hospital as a result of drinking alcohol.

Figure 39. Survey question: Have you ever ended up at the hospital as a result of drinking alcohol?



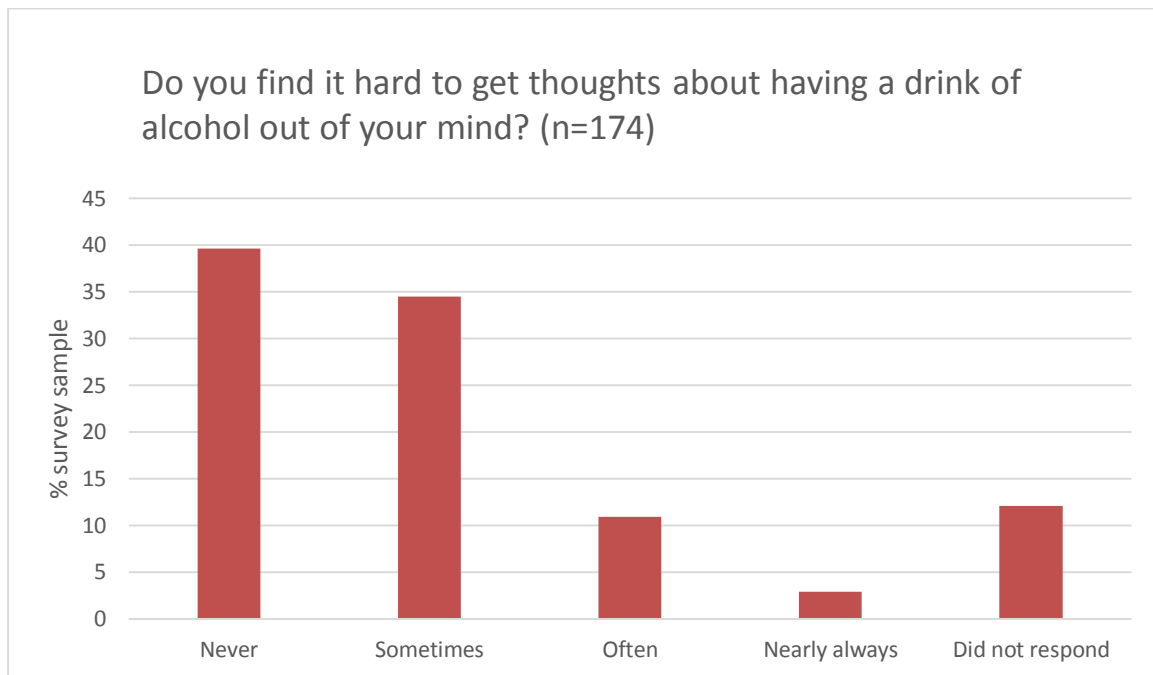
Over 40% of survey participants reported having been arrested, even for a few hours, after drinking alcohol.

Figure 40. Survey question: Have you ever been arrested, even for a few hours, after drinking alcohol?



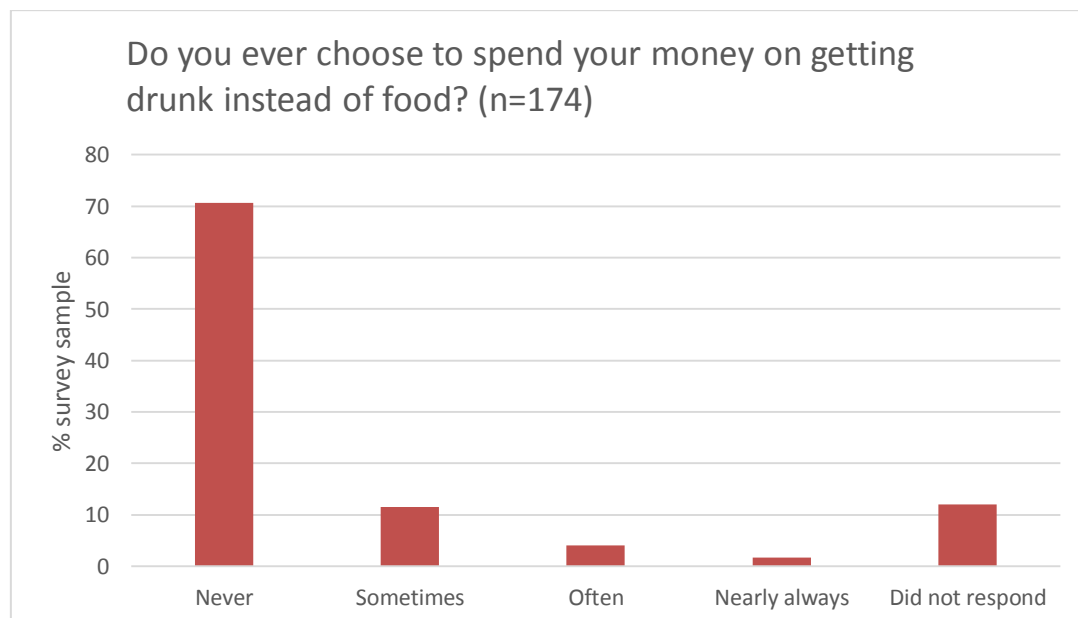
One in three (34.5%) survey participants reported that it is 'sometimes' hard to get thoughts about having a drink of alcohol out of their mind.

Figure 41. Survey question: Do you find it hard to get thoughts about having a drink of alcohol out of your mind?



Over two in three (70.7%) survey participants stated that they have never chosen to spend their money on getting drunk instead of food.

Figure 42. Survey question: Do you ever choose to spend your money on getting drunk instead of food?



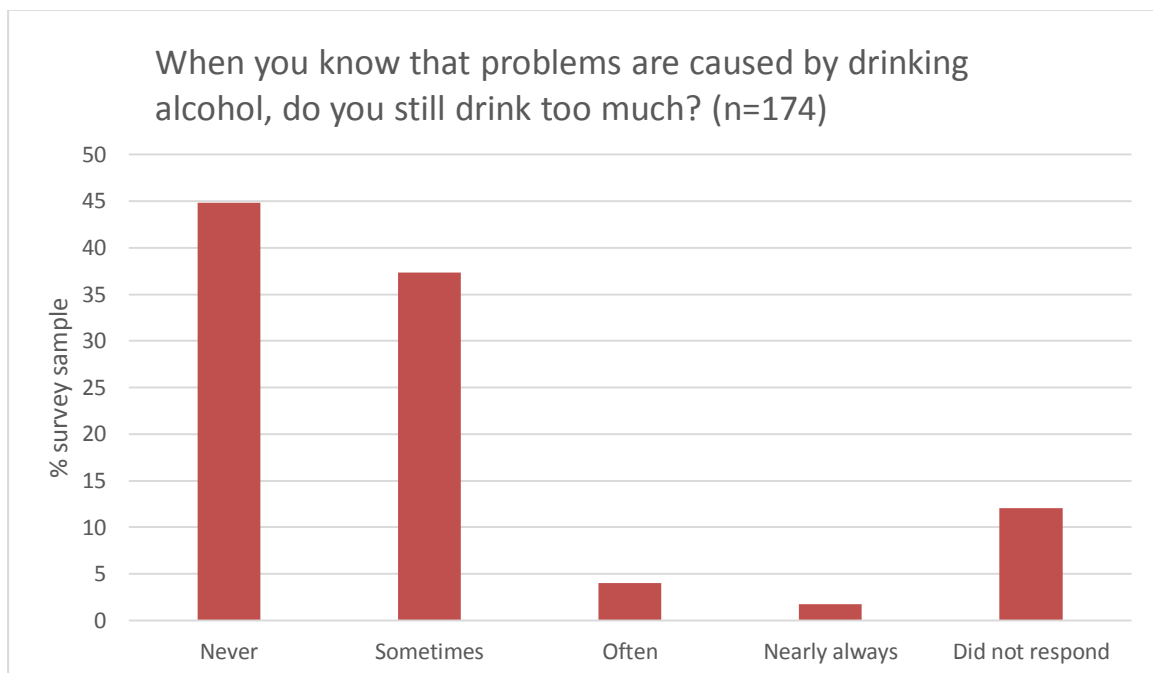
Over half (58.6%) of survey participants have at some time planned their day around when and where to drink alcohol as illustrated by figure 43.

Figure 43. Survey question: Do you plan your day around when and where you can drink alcohol?



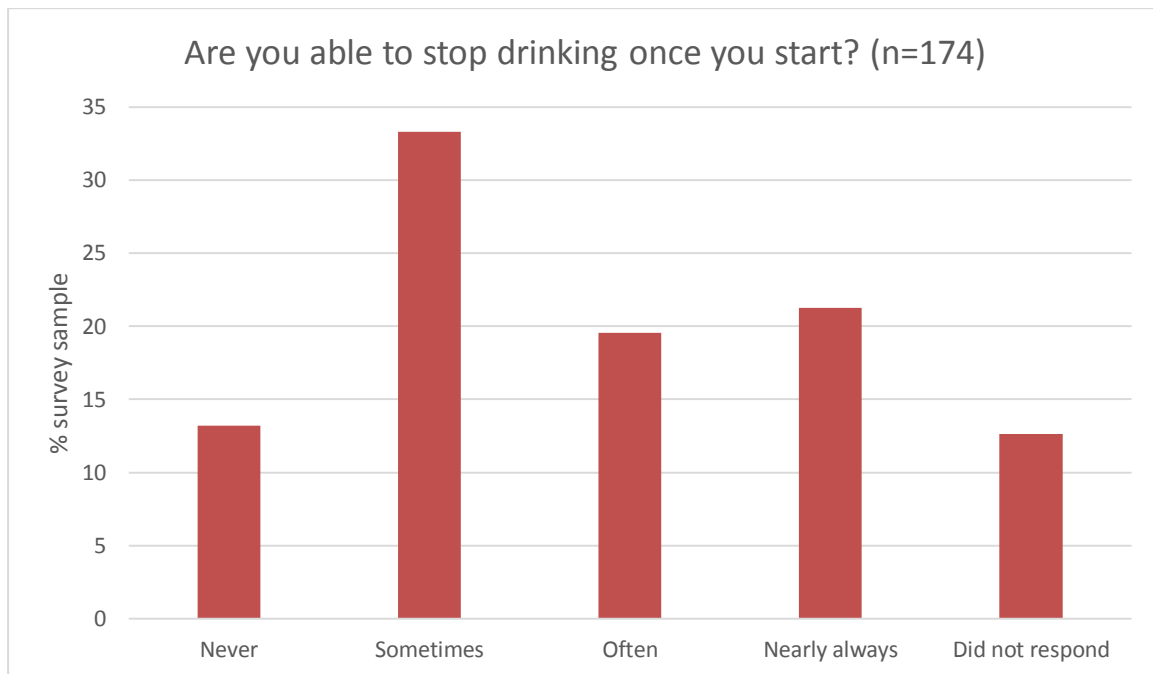
Almost half of participant (43.1%) said that consume too much alcohol, despite knowing the problems caused by drinking (see figure 44).

Figure 44. Survey question: When you know that problems are caused by drinking alcohol, do you still drink too much?



When asked if they were able to stop drinking once they started, 13% reported that they could never stop (see figure 45).

Figure 45. Survey question: Are you able to stop drinking once you start?



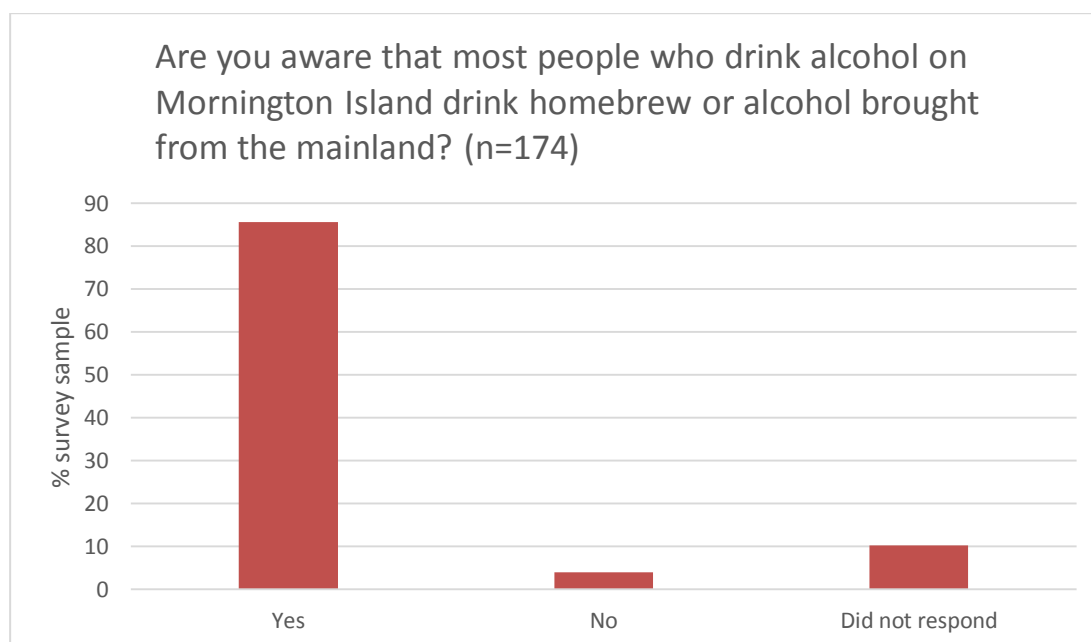
Almost all (84.5%) of the 174 local survey participants who participated in the survey were aware that possessing or drinking alcohol is illegal in the community (see figure 46).

Figure 46. Survey question: Are you aware that possessing or drinking alcohol is illegal on Mornington Island?



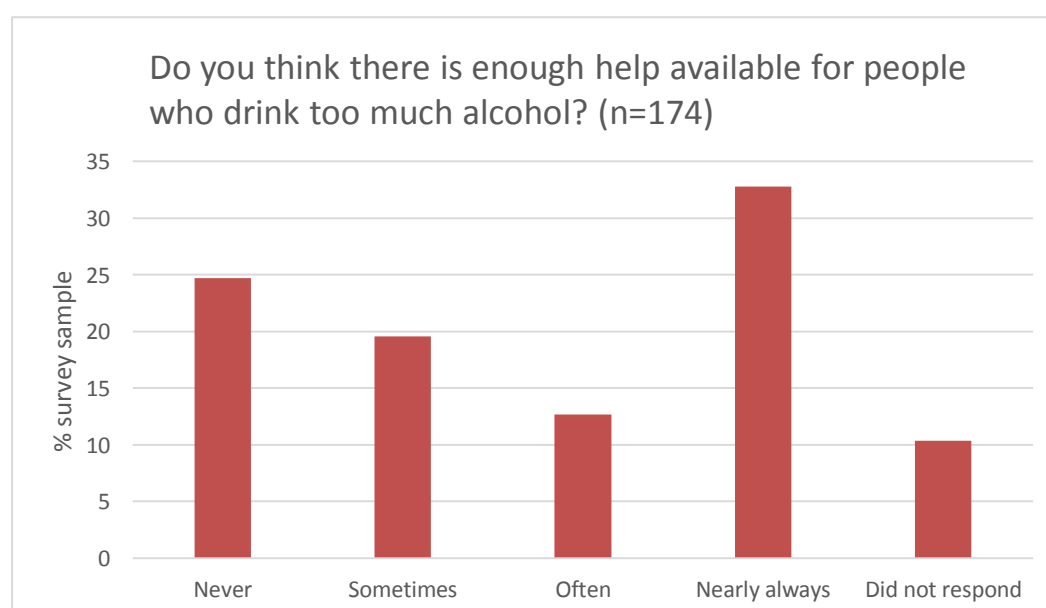
Almost all (85.6%) local survey participants were aware that most people who drink alcohol in the community drink homebrew or alcohol brought from the mainland.

Figure 47. Survey question: Are you aware that most people who drink alcohol on Mornington Island drink homebrew or alcohol brought from the mainland?



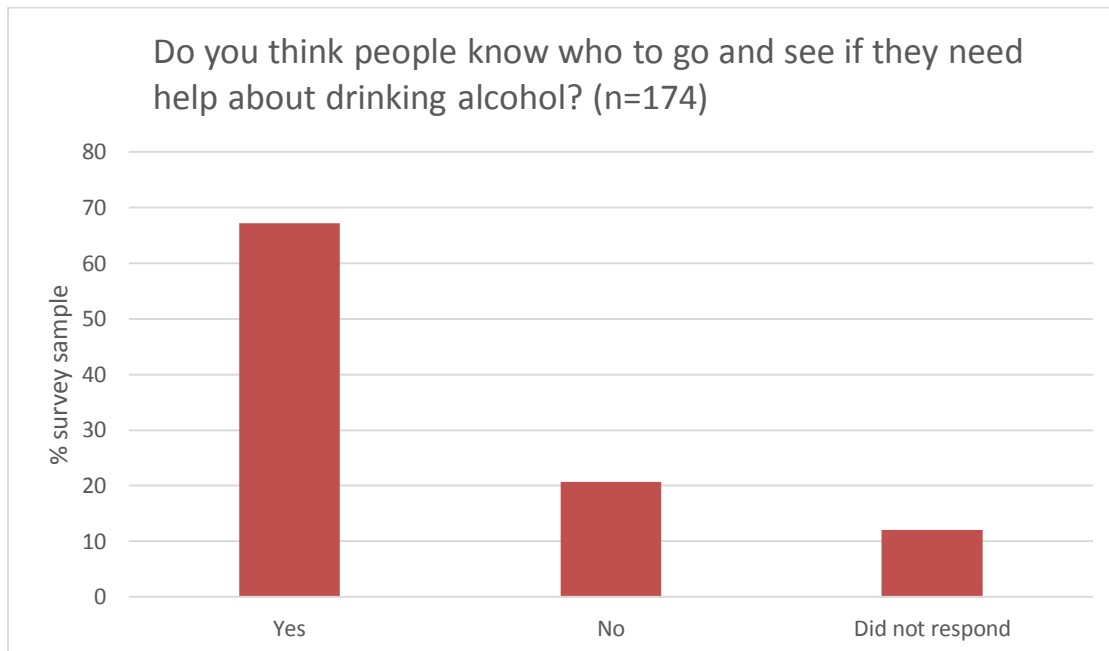
While a large subgroup (25%) of local survey participants stated that never though there was enough help available for people who drink too much alcohol, one in three (32.8%) reported there was nearly always enough help for people.

Figure 48. Survey question: Do you think there is enough help available for people who drink too much alcohol?



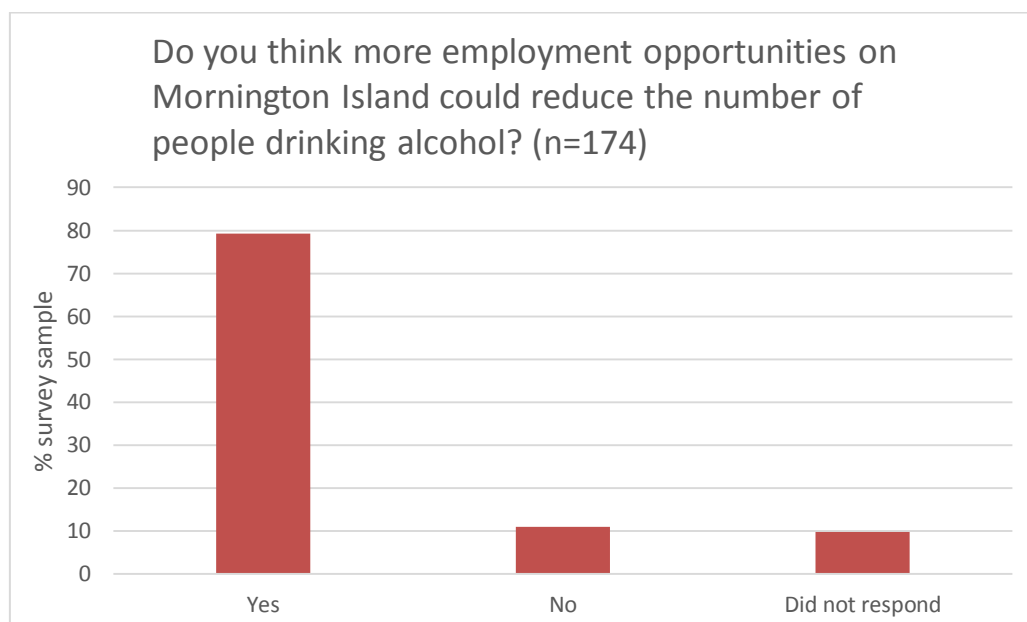
As illustrated in Figure 49, most local survey participants thought other community members knew who to contact if they needed help regarding consumption of alcohol.

Figure 49. Survey question: Do you think people know who to go and see if they need help about drinking alcohol?



Almost all local survey participant agreed that more employment opportunities in the community could reduce the number of people drinking alcohol.

Figure 50. Survey question: Do you think more employment opportunities on Mornington Island could reduce the number of people drinking alcohol?



When asked if there were enough activities for adults and youth (figures 51 and 52) to do in the community, the response was generally similar, with 46.5% and 44.3% responding ‘yes’. When asked the same question related to children (See figure 54), agreeance with the question was slightly higher (51.1%).

Figure 51. Survey question: Do you think there are enough activities for adults to do in your community?

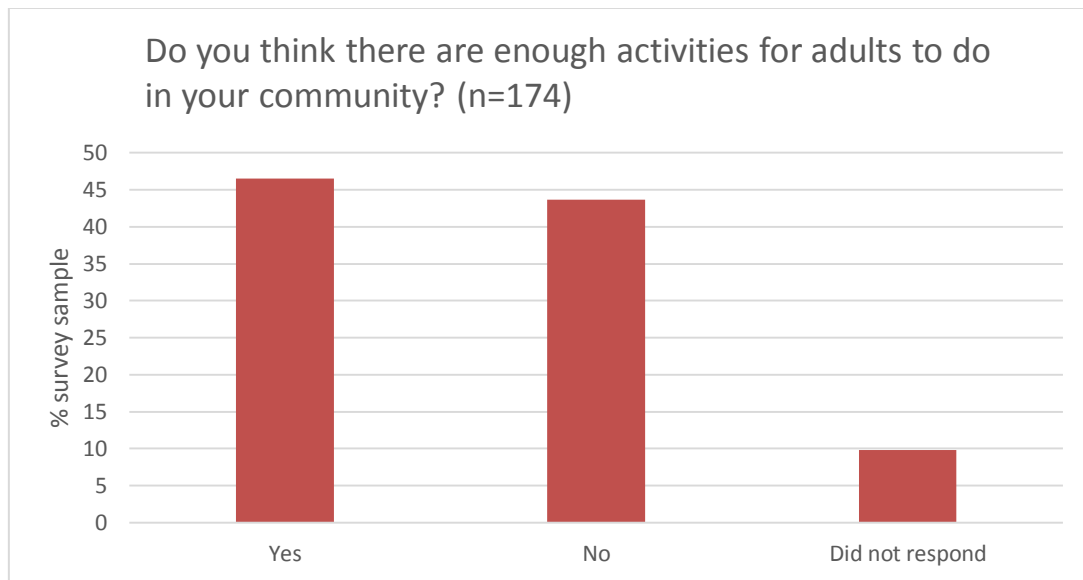


Figure 52. Survey question: Do you think there are enough activities for youth to do in your community?

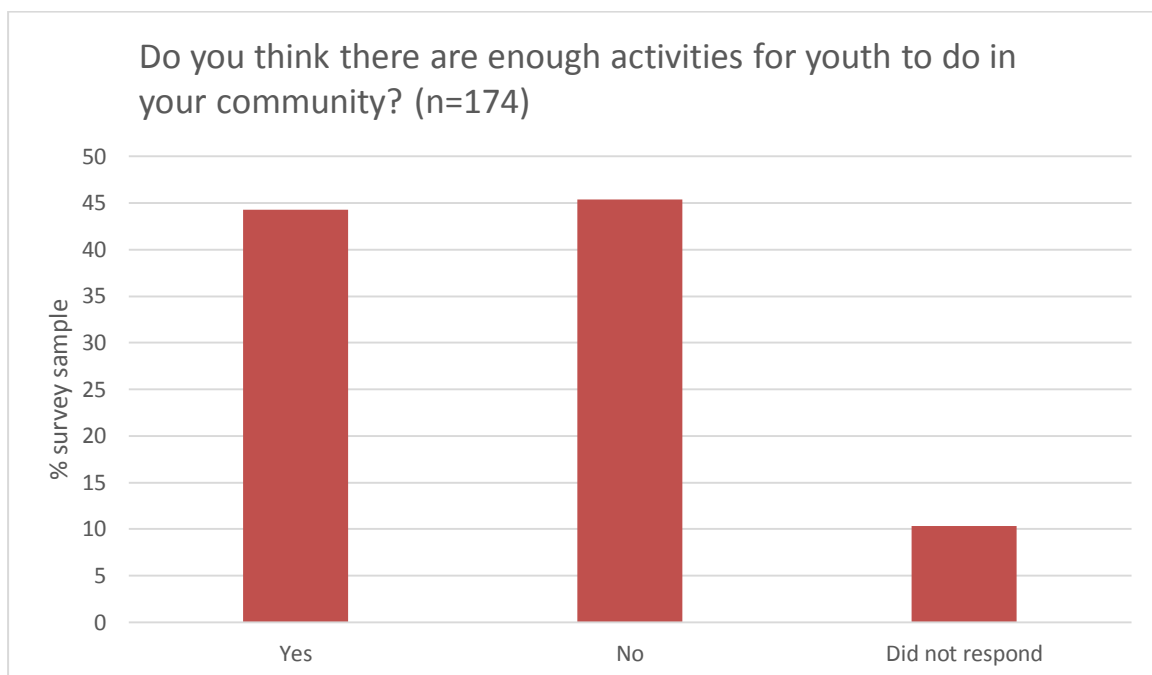
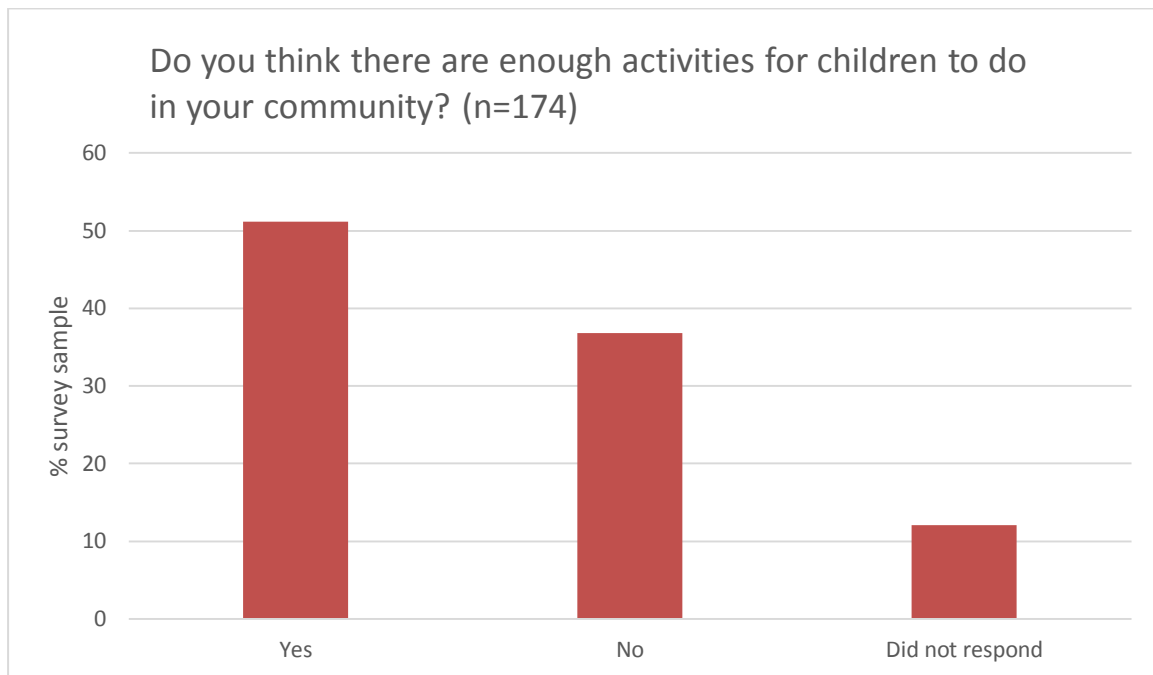
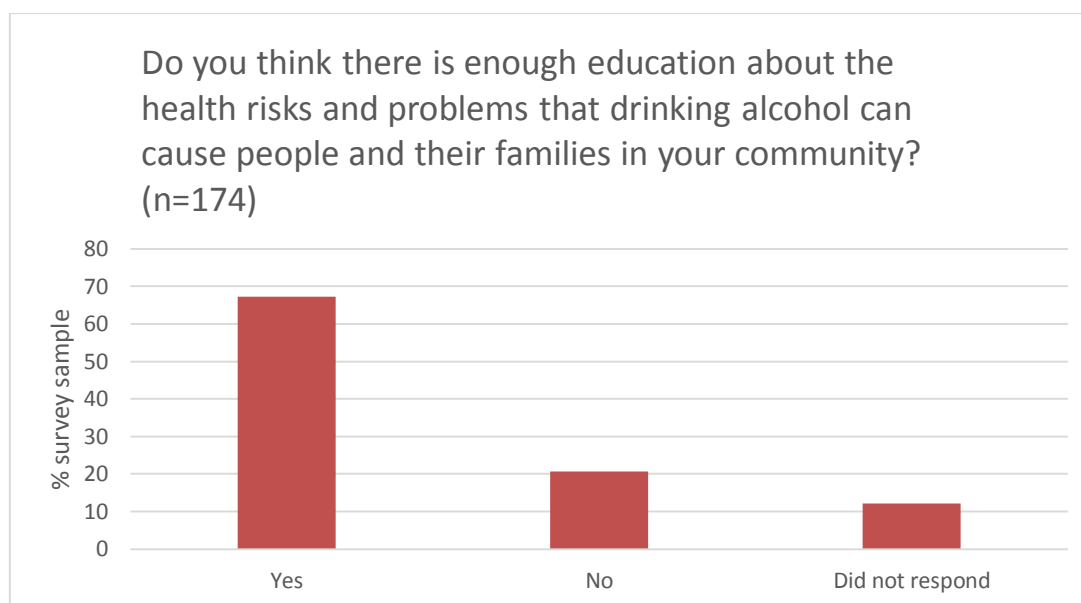


Figure 53. Survey question: Do you think there are enough activities for children to do in your community?



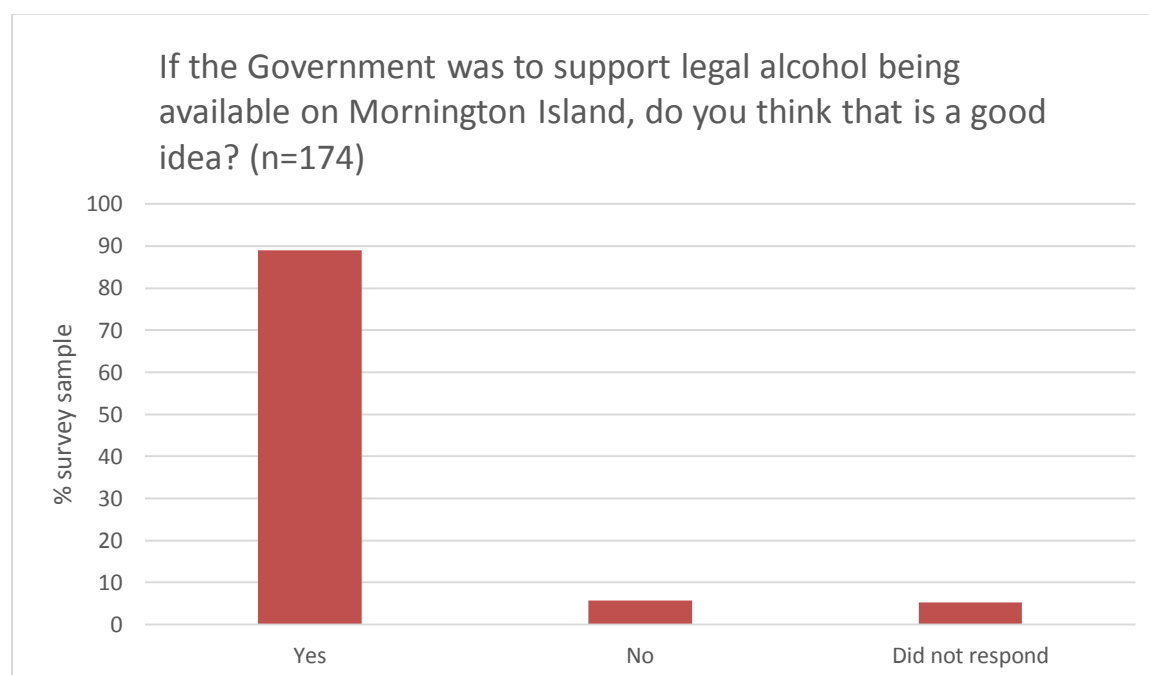
Two in three (67.2%) survey participants reported there is enough education about the harms of alcohol in the community.

Figure 54. Survey question: Do you think there is enough education about the health risks and problems that drinking alcohol can cause people and their families in your community?



Almost all local survey participants (89%) and visitor participants (n=17; 85%) were supportive of legal alcohol being available on Mornington Island (see Figure 55).

Figure 55. Survey question: If the Government was to support legal alcohol being available on Mornington Island, do you think that is a good idea?



Visitor responses

Of the twenty visitor survey participants, only one person said they did not want the AMP to change and two declined to respond. Eleven and six replied, respectively, that they

wished to have somewhere to sit and drink in the Shire and that they wanted to be able to take alcohol away.

Queensland Productivity Commission

Over the same period that this Mornington Shire Council AMP Strategic Review has been in development, the Queensland Productivity Commission at the request of the Queensland Treasurer, Curtis Pitt MP have conducted a review of service delivery in Queensland's remote and discrete Aboriginal and Torres Strait Islander communities. The QPC 2017 Draft Report – Service delivery in remote and discrete Aboriginal and Torres Strait Islander communities was released in the first week of October 2017 and can be accessed at: <https://www.qpc.qld.gov.au/inquiries/service-delivery-in-queenslands-remote-and-discrete-indigenous-communities/>

Mornington Shire Council met with the Productivity during the conduct of their review via the Indigenous Leaders Forum, made a submission via provision of information to the Local Government Association of Queensland's submission to the review met face to face with the chair of the review, Professor Bronwyn Fredericks to discuss the review. In referencing part contents of the draft review, Mornington Shire Council recognises the Queensland Productivity Commission as the owner of the material referenced and acknowledges that the material referenced remains unaltered.

Whilst the QPC 2017 Draft Report – Service delivery in remote and discrete Aboriginal and Torres Strait Islander communities is in draft format only, there are a number of consistencies between their key findings and the conclusions and recommendations of Mornington Shire Council contained in this review document. The key points are as follows:

- The Queensland Government invests in remote and discrete Aboriginal and Torres Strait Islander communities to support people to live healthy, safe and fulfilling lives;
- This report considers how available resources can best be used to achieve these outcomes;
- We have talked with those living in communities, service providers and other stakeholders to understand how well the current system meets their needs. The results are mixed;
- There are examples of good service delivery that can be built upon, but most stakeholders agree there are opportunities to improve how programs and services are

designed, funded and delivered to better meet expectations of performance and improve outcomes;

- The service delivery system involves all three levels of government, numerous agencies, and a wide range of Indigenous and non-Indigenous organisations. There is a strong commitment from stakeholders to address the complex and longstanding issues facing communities;
- In our view, the key to sustained change is to address the underlying incentives inherent in the current system. This means a change to the overall policy and service delivery architecture as follows:
 - structural reform to transfer accountability and decision-making closer to where service users are—to regions and communities
 - service delivery reform to put communities at the centre of service design
 - economic reform to facilitate economic participation and community development.
- These elements will need to be underpinned by: – capability and capacity building within government, service providers and communities to support a new way of doing things – timely and transparent data collection and reporting to support performance and accountability;
- This proposal, put forward for further discussion, aims to enable Aboriginal and Torres Strait Islander communities to improve outcomes for themselves. The potential benefits are large, in improving wellbeing and in re-prioritising expenditure to where communities value it most;
- The proposal is realistic but ambitious—gains will take time. The Commission has put forward 16 recommendations to achieve better performance in delivering outcomes and promote further discussion” (Queensland Productivity Commission, 2017, p viii).

There is opportunity to improve system performance

Access to robust performance information to evaluate the effectiveness and efficiency of services investment has been a key issue for this inquiry. There is an opportunity to achieve better outcomes through the enhanced design of services and their administration and

compliance regimes. Not getting these things right can undermine the achievement of positive outcomes.

The Commission observed instances where infrastructure was funded and constructed, but was either unable to be used, or unsuitable for use. Communities, service providers and government officers raised concerns about:

- high indirect or ancillary costs, excessive compliance burdens and other unnecessary requirements
- mismatches between service provision and community needs
- services being purchased for communities, but underused due to their not meeting local needs and/or priorities” (Queensland Productivity Commission, 2017, p xviii).

A structural reform

To make material progress, evidence suggests the current decision-making model for service delivery must move closer to the people it serves. Transferring decision-making closer to communities is more likely to:

- meet community needs and priorities
- empower people to have greater control over their lives
- create incentives for providers to be more responsive and drive innovation and efficiencies in service delivery
- be more effective in improving outcomes and wellbeing.

To be successful, a transfer of decision-making also requires a transfer of accountability” (Queensland Productivity Commission, 2017, p22).

Some changes to the service delivery architecture will be required to enable the transfer of decision making and accountability. To enable a community voice, community-level representation needs to be established in a form that works for each community—this may vary from place to place, but must be able to legitimately represent the communities they act for. Given their small size, communities may choose to work together within regional groupings. This will enable the establishment of capacity, allow economies of scales of scope and scale and form the basis for negotiation with government. Community-level representative bodies would:

- determine priorities and establish community level plans and monitor progress against this plan
- provide a one-stop-shop for service providers to undertake community consultation
- manage tenders for service provision” (Queensland Productivity Commission, 2017, pxxiv).

The overarching reform proposal

Draft recommendation 1

The Queensland Government should commit to a long-term reform of the governance, policy and funding of service delivery to communities. This reform should include:

- structural reform to transfer accountability and decision-making to regions and communities, reform funding and resourcing arrangements, and monitor progress through independent oversight
- service delivery reform to put communities at the centre of service design and better focus on the needs of individuals through service delivery models that suit the circumstances
- economic reform to enable economic activity, support community development and make communities more sustainable.

Each of these reform elements must be supported by capacity and capability building for government, service providers and communities; and transparent and timely data collection and reporting to support performance and accountability(Queensland Productivity Commission, 2017, p xxxx).

Final Consultation

In addition to the community survey and other consultative actions taken throughout the development of this review strategy, a final round of consultation was undertaken upon completion of the final draft version of the Mornington Shire Council AMP Strategic Review. A summary of these consultations is described below:

- 20.09.2017- Final draft of the Mornington Shire Council AMP Strategic Review reviewed and endorsed by Council as suitable for release to public for review and comment by 11.10.2017.
- 21.09.2017- Final draft of the Mornington Shire Council AMP Strategic Review posted on Council website, advertised on Council’s social media page, copies sent to

all government and non-government agencies involved in its production for review, comment and submissions by 11.10.2017.

- 11.10.2017- Submissions and comments received, taken into consideration and included in the final draft version of the Mornington Shire Council AMP Strategic Review for endorsement by Council.
- 18.10.2017- Final version of the Mornington Shire Council AMP Strategic Review reviewed and endorsed by Council for presentation to the Mark Furner MP, the Minister for Local Government and DATSIP on 24.10.2017.

SECTION FOUR: Discussion and Recommendations

Summary

While the trade of illicit alcohol and production of homebrew has been reported in other Indigenous AMP communities (Fitts et al., 2017) and more widely in the media, this is the first time a review of this nature has been conducted on Mornington Island's AMP. The review process completed for the purposes for this report have been both inclusive and extensive process, consisting of quantitative and qualitative data from various government service providers. The review was widely supported by representative community organisations such as Mornington Island Health Council, The Junkuri Laka Wellesley Islands Aboriginal Law, Justice and Governance Association Inc, Mirndiyan Gununa Aboriginal Corporation and Mornington Island Aboriginal Corporation for Social and Economic Development.

Like other AMP communities (Clough et al., 2016; Clough, 2017, personal communication; Fitts et al., 2017) prohibition of alcohol under the Mornington Island AMP has been undermined by the production and sale of homebrew and other illicit alcohol trade including sly grog. While there was underlying this policy was that removal of alcohol would also remove all social ills associated with alcohol abuse, the surge in illegally made alcohol (homebrew) the actual effect is that alcohol abuse has not in fact decreased at all (National Association of Community Legal Centres, 2015). For Mornington Island, illicit alcohol continues to dominate and control the lives and actions of many residents and the social impacts are arguably now worse than before the introduction of the AMP. The excessive and binge drinking of illicit alcohol on Mornington Island differs to the changes of drinking culture found in Australian society more broadly, where Australians are drinking more moderately, and the rate of excessive drinking, and underage drinking, is decreasing (DrinkWise, 2017).

Also similar to other communities impacted by AMPs, is Mornington Island's experience of having very little provision of treatment and diversion services as well as prevention measures (Clough, 2017, personal communication). The alcohol controls were originally designed to interrupt alcohol access and to provide an environment in which to

implement demand reduction strategies (rehabilitation, treatment and diversion) (Queensland Government, 2002b). However, since their implementation there has been greater focus on supply controls and limited policy direction and investment in community-based services for community residents to access treatment and rehabilitation.

While successive State Governments have had the long-standing position of reviewing of AMPs, more urgent and proactive action is required to address the identified health and related outcomes from excessive consumption of illicit alcohol. It is acknowledged that the reintroduction of legal alcohol will not contribute to an immediate change in behaviour for problem drinkers of Mornington Island. However, access to the sale of legal alcohol will provide an alternative to homebrew and sly grog. This strategic review provides an important opportunity for a thorough and respectful consultation process which can identify an appropriate way forward for Mornington Island's AMP. Supported by the information and data presented in the review, the following sections will summarise the findings present in the results and propose a number recommendations.

There is no single one thing that will solve all the problems affecting the community on Mornington Island as a result of their AMP. To successfully treat the symptoms, the cause must be removed first. Once this is done a whole of community action plan must be developed to provide a cure to the ailments now evident. This particular conclusion is not unique to Mornington Island and, in part, the following excerpt from an article in the Katherine Times reinforces that *"The healing pathways plan covering the rehabilitation and treatment of people with alcohol related emotional and health issues is to be highly recommended – but by the time you get to rehabilitation the horse has well and truly bolted. There needs to be far more emphasis on prevention"* (Tapp, 2012).

Birri Fishing Resort Closure

With the unexpected and unforeseen closure of the Birri Fishing Resort in February 2016, a decision that the traditional owners now regret, the consequences of the decision have been far reaching. Closure of the resort removed the only opportunity for Mornington Island residents to socialise in as normal an environment as possible where they could enjoy a meal, legally drink alcohol and hold special occasions where alcohol was available such as birthdays, anniversaries, Christmas, New Year. Following the closure, an increase in the amount of homebrew that was being made and consumed by community members on Mornington Island was observed. A dramatic increase in the number of ED presentations at

the Mornington Island Hospital was recorded. There was also a flow on affect regarding attracting suitable applicants with service providers with applications for roles with Queensland Health, Queensland Police Service, Mornington Shire Council and various service providers withdrawn once they realised there was no access to legal social alcohol consumption on Mornington Island.

Education – School attendance

“Unless children are healthy, free from violence induced trauma, and able to access educational opportunities, they will not be able to develop and grow and participate productively in society” (Queensland Government Department of the Premier and Cabinet Community Engagement, 2004).

Overall, the school attendance data obtained during this review process demonstrates that there is a large number of school aged children that are disengaged from the education system and likely roaming the community on a daily basis. These children come from families that are dysfunctional due to excessive consumption of alcohol.

Further examination of this data indicates that current school attendance rates in 2017 were as low as they have been since the start of the second wave of restrictions in 2008-9. For example, attendance rates were as low as 54.8% in week one of term 3 this year and at the time of writing average attendance was 64.2% for the 2017 school year. The State and Commonwealth Governments have invested heavily in programs to increase school attendance including the ‘three meals a day’ and RSAS (Department of Prime Minister and Cabinet, 2017).

Existing policies may discourage school attendance. The ‘exclusion policy’, was outlined by the Deputy Principal of Mornington Island State School, Kellie Kremmer, on the 27th of July 2017 at a planning and strategy meeting of service providers during the “Taking Back Control” forum. This policy excludes community children from the school grounds for serious behaviours such as violence. It is This policy in directly contradicts to stated principles of access to education for children *“children being able to access educational opportunities”* (Queensland Government Department of the Premier and Cabinet Community Engagement, 2004).

Hospital presentations

Mornington Island is now facing arguably its greatest health crises ever, not unlike many other remote first Australian communities suffering the effects of alcohol and as

outlined in the Forrest Report: *“The health impacts are shocking. Alcohol is a major factor in liver disease, pancreatitis, diabetes and some types of cancer. It is also a frequent contributor to motor vehicle accidents, falls, burns and suicides. It is also linked to mental health and other drug issues and has the potential to lead to antisocial behaviour, violent assault, imprisonment recidivism and family breakdown”* (Forrest, 2014, p191).

Hospital and medical services on Mornington Island were found to be ill equipped and unable to deal with the outcomes of excessive consumption of alcohol including violence. The time and resources spent by the hospital and health services on Mornington Island dealing with individuals suffering the effects of excessive consumption of illicit alcohol including homebrew comes at great cost to the hospital, health services and community with almost 40% of presentations to hospital being patients identified as intoxicated and many other presentations relating to the effects of long-term alcohol consumption. Moreover, health services are likely to have manage the higher rates of chronic organ failure with the regular consumption of homebrew among some residents.

Due to the limited medical resources in Mornington Island, long-term medical treatment for many residents means they must leave the community and travel to the mainland for treatment. This takes individuals away from their clan and country exacerbating social and family implications. The flow on effects from this situation includes:

- Hardships for other family members.
- Truancy and youth issues due to the inability of families to properly care for those whose parents/carers are not in the community for treatment,.
- Youths starting to drink alcohol and experiment with drugs at an early age that has flow on long term effects.

During 2016, there were a total of 2,245 ED presentations, 794 involving alcohol at the Mornington Island hospital. In comparison, there are approximately 70,000 alcohol-related ED admissions in public hospitals each year Australia (DrinkWise, 2017). Whilst there is a marked difference between presentations and admissions, the figures for Mornington Island clearly show the enormity of alcohol related health issues being experienced on a day to day basis.

With no specialist treatment or rehabilitation facility on Mornington Island, hospital and health services are simply unable to cope with the demands or needs of the community in

respect to the treatment of alcohol-related conditions. At present there are 15 community members currently off-Island receiving dialysis treatment. It is likely that many of these community members will not return to their clan and country prior to their passing. Whilst this situation remains, the prospects for the communities' alcoholics and those requiring support and assistance will be unaided and the downward spiral to being beyond help will continue.

The data and statistics collated during this review process clearly show alarming increase in the number of presentations for mental health, alcohol, tobacco and other drugs is increasing, with a sharp spike in presentations since 2016. The data reported here shows a high number of community people presenting for suicidal ideation. While it cannot be confirmed that alcohol and/or other drugs were involved, it is highly likely alcohol has played a role in the majority of suicidality-related presentations. The suicide rate among remote Indigenous communities is considered to be one of the highest worldwide (Campbell, 2017). It is suggested that for every completed suicide, there could be between 10 and 20 suicide attempts (Hatcher, Crawford, & Coupe, 2017). There is genuine concern among health services that rates of suicidality will only increase in the future if additional support and assistance is not readily accessible to local community members. The Meeting Challenges, Making Choices report emphasised that treatment and rehabilitation services formed part of the initiatives necessary to respond to alcohol issues (Queensland Government, 2002b)). The present Lower Gulf and Mornington Island treatment and rehabilitation services have proven unsuccessful or inadequate to meet the need or demands on Mornington Island.

Police and Law Enforcement

Mornington Island's AMP has had severe impacts on QPS, with a progressive diversion of police resources from preventative policing toward enforcement of AMP-related offences and illicit alcohol-related criminal behaviour such as domestic violence, public nuisance, assaults and drunkenness. Enforcement of the AMP law has also contributed to a serious deterioration of the relationship between the police and the community. Whilst there is recognition and acknowledgement that individuals are responsible for their own behaviours and actions, the State of Queensland is tasked with ensuring compliance with and enforcement of state legislature relating to AMP and liquor restrictions. The amended legislation, including the Queensland Liquor Act 1992 and subordinate Liquor Regulation

2002 and the Aboriginal and Torres Strait Islander Communities (Justice, land and Other Matters) Act 1948, all come under the domain of the QPS and the Office of Liquor and Gaming Regulation to ensure both compliance and for enforcement. Consequently aside from straining relationships between the police and the community, time and resources spent by police in dealing with the effects of excessive consumption of alcohol (unsubstantiated but estimated to be as high as 85% of time and budget) comes at great cost to QPS resources and community.

Due to the lack of a suitable diversionary or sobering-up facility on Mornington Island, QPS and its members stationed in the community are being used as a substitution. Existing women only services (ie. women's shelter and safe house) will not accept women that are under the influence of alcohol. At present, male community residents are in a similar situation, with no facility to access should they be under the influence of alcohol.

In support of the reintroduction of legal alcohol to 'break the cycle' of homebrew manufacturing and consumption, it is recommended that there is a vigilant and rigorous campaign of legislation compliance and enforcement in respect to those committing offences in relation to homebrewing and sly grogging. Appropriate penalties should apply to those profiting from these illegal activities.

Criminality

Prohibition has not only affected those it is designed to protect, in the case of the Mornington Island AMP, it has had an impact on all residents of the Wellesley Islands. To many families on Mornington Island, complete family units now have convictions for alcohol offences which leads to a perception of "normality and acceptance" of anti-social and illegal behaviours which flows to a cycle of continuance from one generation to the next. An inherent problem of prohibition is the issue that it over-legislates and becomes difficult to enforce, particularly if these laws are not consistent with the common morals (Friedman, 1993).

The concern over criminality appears to be at the low end of the scale for a considerable portion of the community on Mornington Island. An example of community members ambivalence towards criminality of offences involving alcohol includes, the author of this review document making the following observation *"between 9.05 a.m. and 9.10 a.m. on Saturday the 26th August 2017, in the main street of the community observed these various*

groups of community members, 6 male youths drinking homebrew & intoxicated, 5 male youths, intoxicated, 3 females maybe in their twenties, drinking and intoxicated, 4 males and 3 females maybe twenties to middle aged, intoxicated, 5 males, intoxicated, 2 females, maybe late twenties, intoxicated and 3 males and 4 females, older youths, drinking and intoxicated. This is a total 23 males and 12 females drinking or noticeably intoxicated i.e. 35 people in all in a space of about 500 to 600 metres of the main street. All of the people were being observed by many more residents who were in the front yards of their houses”.

There are direct links from criminality and recidivism to dependence on and excessive consumption of alcohol. The Keeping on Country Recidivism Research Report produced by Associate professor Glenn Dawes in 2016, clearly outlines this connectivity: *“Ex-prisoners commonly cited confusion around travel and accommodation plans and the opportunity to indulge in alcohol consumption, with such circumstances frequently resulting in a breach of parole prior to arriving back in the home community. It was further identified that the inclination to engage in alcohol consumption in such circumstances is exacerbated by the alcohol-restricted status of the communities to which offenders are returning* (Dawes et al., 2017, p viii).

In order to “break the cycle” of offending and recidivism a number of mechanisms were identified, including:

- “Prisoner release dates more actively structured,
- Introduction of back on country bush camps for individuals who return to communities after periods of incarceration,
- A lack of support and assistance in terms of finding employment or engaging in structured activities, inadequate or inappropriate housing, relapsing back into alcohol and drug use, chronic family and relationship dysfunction and failure to comply with parole conditions” (Dawes et al., 2017, pviii)

Domestic Violence

The AMP process for review by the DATSIP as outlined earlier in this document is somewhat ambiguous when you take into consideration the enormity of the issues currently being experienced on Mornington Island in respect to illicit alcohol including homebrew and the contents of the latest DATSIP Strategic Plan. The DATSIP 2016 – 2020 Strategic Plan –

Strategic Outcomes – Safe and Connected Communities (Department of Aboriginal and Torres Strait Islander Partnerships, n.d.) has two specific key objectives, to:

- Support the discrete communities to reduce alcohol-related violence, and,
- Continue to work with partner agencies to prevent and address the impacts of domestic and family violence in Aboriginal and Torres Strait Islander communities.

Although Mornington Island residents do not experience the highest level of domestic violence recorded in Indigenous Queensland communities, the levels of domestic violence and protection orders in this community remain amongst the highest in the Gulf region. The rates of incidents reported to Police in this community of 163.9 incident reports per 1000 people are ten times than the state average of 15.5 per 1000 persons (Queensland Department of the Premier and Cabinet, 2016).

In terms of domestic violence, a concerning implication is the safety and welfare of youth in the community who require access to a facility to escape the home environment during episodes of domestic violence and alcohol abuse. Facilities for such purposes are not available for youth in the community. Existing facilities such as the safe house are not an option without the intervention of Child Safety which not always practical or possible at short notice.

Community Survey

The community survey was completed by a representative sample of the community, including by gender and drinking status. The majority of local survey participants consider themselves to be responsible drinkers (71%). A large proportion of participants reported that they sometimes (52%) or often (9.2%) drink alcohol just to get drunk. The majority reported that they had at some stage wanted to stop drinking (70%). The survey results found the majority of local survey participants were aware that possessing or drinking alcohol on Mornington Island was illegal (84%). Almost all local survey participants knew people who drink in the community are drinking homebrew or alcohol brought from the mainland (86%).

There was diversion in the community regarding the adequacy of support mechanisms for people with drinking problems but the majority of survey participants held the opinion that people know who to contact should they need help about their drinking. . Additional employment opportunities as one solution to the problem of homebrew drinking was supported by 81% of local survey participants. When asked about the AMPs, the

majority of participants desired a return of some legal alcohol to the community (89%), with many of the qualifying comments indicating that this would contribute to a reduction in homebrew consumption. When asked about what the return of alcohol many look like to them, half of the participants listed take away alcohol as the preferred option (51%) as well as a place to sit and drink (45%). Of the visitors who completed the survey, 55% of them identified a place to sit and drink as their preferred option, with a further 30% preferring a take away alcohol option.

Recommendations

This review process has provided the opportunity for community, Council, the State and Commonwealth Governments and government and non-government service provider organisations to effect change through co-design, partnerships and commitment. It is acknowledged that there are elements of identified opposition to this process from within some government departments. As part of this strategic review, the AMP committee has considered a variety of measures to assist with and manage the re-introduction of legal alcohol in Mornington Island. A range of recommendations, outlined below, require partnerships, commitment and support by both government and community to achieve them.

The recommendations and overarching service delivery strategy in the next section (Section 5), are underpinned by the *Meeting Challenges, Making Choices* report. This report was developed in response to the April 2002 Queensland Government response to the Cape York Justice Study. As part of the *Meeting Challenges, Making Choices* report, the aim was to nurture community capacity and locally based solutions, with a focus on improving the health and wellbeing of those living in communities, with the direct focus on reducing alcohol misuse and related harm. Furthermore, the report recommended all communities have a community action plan on alcohol management, with Queensland Government agencies required to play a role, working in *partnership* across government and with communities to progress the initiatives (Queensland Government, 2002b). The service delivery strategy is outlined in Section 5 this report.

Whilst there is a deal of complexity involved in Mornington Island community recommendations to support planning, the plan itself is rather simple and also aligns with two of the key findings of paper titled “The Alcohol Management Plan Review – General Review PwC’s Indigenous Consulting” that was produced for the Department of Aboriginal and

Torres Strait Islander and Multicultural Affairs in 2015. The two key findings that the plan aligns with are as follows:

- **Comprehensive, community-led and adequately resourced measures have been consistently identified as key factors** in facilitating effective alcohol abuse services and harm reduction strategies.
- **the evidence related to alcohol-related harm and violence strongly promotes the need for integrated programs designed specifically for Aboriginal and Torres Strait Islander communities** that applies a health based harm minimisation approach rather than a punitive criminal justice focussed approach” (Price Waterhouse Coopers Indigenous Consulting Pty Ltd, 2015).

Supported by the information and data collated during this review process the following recommendations have been developed.

General recommendations

The following recommendations require collaboration and support from both the State and Commonwealth Governments to be achieved:

1. The State of Queensland and the Commonwealth of Australia and their respective government departments and staff:
 - Recognise, respect and support the role of Mornington Shire Council, as the elected representatives of their community,
 - Recognise, respect and support the role of Mornington Shire Council the first point of contact for all matters relative to community,
 - Recognise, respect and support the role of Mornington Shire Council as the body that determines the need for and design of all services, programs and projects funded for delivery within the boundary of Mornington Shire Council.
 - Recognise, respect and support the role of Mornington Shire Council as the body that determines the success and accountability for all services, programs and projects funded for delivery within the boundary of Mornington Shire Council.
 - Recognise, respect and support the role of Mornington Shire Council as the body that determines, in conjunction with the State and Commonwealth

Government, the process for the transition of all current services, program and projects funded for delivery within the boundary of Mornington Shire Council to fit within Councils proposed service delivery strategy.

2. The Minister for Local Government and the DATSIP, Mark Furner and the DATSIP and staff of the DATSIP in conjunction with the Office of Liquor and Gaming Regulation, Department of Justice and Attorney-General continue to maintain their support and commitment to work collaboratively with Mornington Shire Council and the community of Mornington Island to achieve a successful review the Mornington Island AMP.
3. The State of Queensland via the DATSIP in conjunction with the Office of Liquor and Gaming Regulation, Department of Justice and Attorney-General support the reintroduction of legal alcohol to Mornington Island as outlined in the community survey i.e. take away alcohol and a place to sit and drink. The process for this is outlined further in the re-introduction of legal alcohol section on pages 113-117 of this review strategy document.
4. The State of Queensland, via the DATSIP maintain their support and commitment to work collaboratively with Mornington Shire Council and all Queensland Government funded service providers on Mornington Island to complete the development of a whole of government service delivery strategy for Mornington Island. The strategy is to provide a coordinated and co-design process that delivers employment and economic development opportunities through community-designed culturally appropriate services employing local indigenous people wherever possible. The strategy must meet the specific needs and nuances of the population of Mornington Island, including the provision of treatment and rehabilitation services and facilities to respond to alcohol related issues. Inclusive in this recommendation are the requirements for:
 - Provision of all service delivery program information requested and agreed to be supplied as per correspondence dated 04.04.2017 (see Appendix 9).
 - A review of the attached list of identified programs and services identified as Commonwealth funded and advice of any errors or omissions,

- Details as to why the programs or services identified were implemented in the first place e.g. alignment with Commonwealth/State Government Policy or assessment of need,
 - Contact details of the program or service provider, the length of any contract or period of engagement and other relevant details for each program or service provider you may have,
 - The approved budget for each program or service and the actual spend for each program or service either annually or for program or service approved period,
 - The key performance indicators or performance measures for each program or service or in the absence of these how you assess the value of the program or services delivered,
 - Details of all program or services results or evaluations against key performance indicators, performance measures or other means of evaluation for all programs or services delivered,
 - Whether each program or service is based on the ground in Mornington Island or is a fly in, fly out (FIFO) program or service,
 - If the program or service is a FIFO, how often the program or service staff visit Mornington Island, and
 - What requirement is there for each program or service to employ local people and how many local staff are actually employed for each program or service?
5. The Commonwealth of Australia via the Department of Prime Minister and Cabinet maintain their support and commitment to work collaboratively with Mornington Shire Council and all Commonwealth and Queensland Government funded service providers on Mornington Island to complete the development of a whole of government service delivery strategy for Mornington Island. The strategy to provide a coordinated and co-design process that delivers employment and economic development opportunities through community designed culturally appropriate services employing local indigenous people wherever possible that meet the specific needs and nuances of Mornington Island, including the provision of treatment and rehabilitation services and facilities to respond to alcohol related issues.

Inclusive in this recommendation are the requirements for provision of all service delivery program information requested and agreed to be supplied as per correspondence dated 4 April 2017 (see Appendix 10), including:

- A review of the attached list of identified programs and services identified as Commonwealth funded and advice of any errors or omissions.
- Details as to why the programs or services identified were implemented in the first place e.g. alignment with Commonwealth/State Government Policy or assessment of need etc.
- Contact details of the program or service provider, the length of any contract or period of engagement and other relevant details for each program or service provider you may have.
- The approved budget for each program or service and the actual spend for each program or service either annually or for program or service approved period.
- The Key Performance Indicators or Performance Measures for each program or service or in the absence of these how you assess the value of the program or services delivered.
- Details of all program or services results or evaluations against Key Performance Indicators, Performance Measures or other means of evaluation for all programs or services delivered,
- Whether each program or service is based on the ground in Mornington Island or is a fly in, fly out (FIFO) program or service.
- If the program or service is a FIFO, how often the program or service staff visit Mornington Island.
- Requirements for each program or service to employ local people and how many local staff are actually employed for each program or service.

6. In order to support Mornington Shire Council to “take back control” through the development and introduction of an effective long term service delivery strategy that supports community and its own Indigenous organisations to have the capacity to control their destiny and lives, the State of Queensland and the Commonwealth of Australia including their respective government departments provide annual funding to Mornington Shire Council by the 31st of July each year equivalent to the amount of fifteen per cent of all program funding allocated to programs and projects delivered within the boundaries of Mornington Shire Council each financial year.

Birri Fishing Resort Closure

These recommendations require support from the Queensland State Government to be achieved through co-operation for process change and/or amendment of legislation and the provision of resources:

- Continued support and guidance from the Queensland State Government and more specifically the Department of Justice, Office of Liquor and Gaming Regulation to assist community organisations and individuals to utilise the provisions of Section 103C of the Queensland Liquor Act 1992 - Authority of community liquor permit, to obtain “one off” liquor permits to celebrate special occasions and functions on Mornington Island.
- Continued support and guidance from the Queensland State Government and more specifically the Department of Justice, Office of Liquor and Gaming Regulation to assist Mornington Shire Council to utilise the provisions of Section 67B of the Queensland Liquor Act 1992 – Principal activity is the provision of accommodation (motel and visitor accommodation (65 rooms)) to obtain a commercial liquor licence, similar in effect to the licence previously held at the Birri Fishing Resort.

Education

These recommendations require support from both the Queensland and Commonwealth Governments to be achieved through the provision of funding and resources:

- The DATSIP maintain their support and commitment to work collaboratively with Mornington Shire Council and all Queensland Government funded service providers on Mornington Island to develop a continuous education and communications strategy relative to AMP and the behaviours and effects of alcohol consumption during the period an AMP remains in place for Mornington Island.

- The Department of Prime Minister and Cabinet maintain their support and commitment to work collaboratively with Mornington Shire Council and all Queensland Government funded service providers on Mornington Island to develop a continuous education and communications strategy relative to AMP and the behaviours and effects of alcohol consumption during the period an AMP remains in place for Mornington Island.
- Education Queensland and Mornington Island State School to focus on the development and introduction of a cultural based curriculum that supports the “English as a Second Language initiative” and recognises that students must develop concepts and abstract knowledge in their first language to apply this to their second language. The focus of the curriculum is to include partnerships with Indigenous teachers to enable by-lingual development, the use of skills and cultural knowledge of Indigenous teachers.

Hospital

These recommendations require support from both the State and Commonwealth Governments to be achieved through the provision of funding and resources:

- More hospital staff support to manage intoxicated and violent presentations including enhanced security measures.
- Expansion of the dialysis service model to include hospital-supported dialysis as well as the current home-based dialysis service model (delivered within the hospital) to support people returning home to country for long term treatment.
- Increase in local employment through the expansion in numbers of Mornington Island residents moving into health careers and also an increase in the number of health professionals identifying as Indigenous.
- Gidgee and North West Hospital and Health Service to continue to develop and streamline services to be more Indigenous inclusive.
- Coordinated referral service between health providers with effective sharing of information to support integrated person-centred care.
- Provision of a suitable culturally appropriate and gender specific alcohol, tobacco and other drugs rehabilitation and referral service on Mornington Island that meets the needs of community.

Police and Law Enforcement

These recommendations may require support from both the State and Commonwealth Governments to be achieved through the provision of funding and resources:

- Support the QPS by improving the provision resources to address the progressive diversion of police resources from preventative policing toward enforcement of alcohol-related crimes such as domestic violence, public nuisance, assaults and drunkenness, resulting in a serious deterioration of the relationship between the police and the community.
- Support the long term viability of the Mornington Island Community Police Program that was reintroduced to Mornington Island on the 1st of July 2017, through a co-design process that included Mornington Shire Council, QPS and the Department of Prime Minister and Cabinet.

Criminality

These recommendations require support from the State Government to amend legislation to be achieved:

- The Minister for Local Government and the DATSIP, Mark Furner and the appropriate staff of the DATSIP maintain their support and commitment to achieve whole of government support to amend legislation under Section 38 of the Aboriginal and Torres Strait Islander Communities (Justice, Land and Other Matters) Act 1984 to prohibit the possession of “turbo yeast” or similar like products in the community area or part community area.
- The Minister for Local Government and the DATSIP, Mark Furner and the appropriate staff of the DATSIP maintain their support and commitment to achieve whole of government support to amend legislation to support penalties that will act as a deterrent to homebrew sellers by linking the penalties to those of drug dealers when the outcomes are arguably worse with homebrew and so appropriate penalties should apply.
- The State of Queensland and the Commonwealth of Australia jointly support Mornington Shire Council through the provision and funding and resources to implement identified key recommendations from the “Keeping on Country – Doomadgee and Mornington Island Recidivism Research Report” including – travel

back to community, back on country bush camps, support personnel, case management, men's shelter and employment, training and education programs.

Domestic Violence

These recommendations require support from both the State and Commonwealth Governments to be achieved through the provision of funding and resources:

- Provision of suitable gender and culturally specific facilities on Mornington Island specifically for the purpose of a “sober up” centre for men and women.
- Provision of a suitable men's shelter on Mornington Island that provides a place of sanctuary for those under threat of or who are victims of domestic violence.
- Provision of suitable gender and culturally specific facilities on Mornington Island for the purpose of providing a place of sanctuary for youth who cannot remain in the home environment due to domestic violence or alcohol abuse.

Service Delivery Strategy

Through the conduct of service delivery mapping exercise being conducted by Mornington Shire Council, it has been identified that currently over 105 service delivery programs being delivered by over 40 service providers on Mornington Island. There is little cohesion, information sharing or case management occurring between the myriad of agencies that are funded to address the needs of community members affected by illicit alcohol including homebrew. Taking the Queensland Productivity Commission data into account and in conjunction with community knowledge, \$59 million dollars, 45 service providers and 105 programs were invested into the community on Mornington Island during the 2016 – 2017 financial year. A large proportion the funding service providers and programs were related to dealing with the effects of excessive consumption of illicit alcohol, including homebrew.

Operating in silos is a situation that was identified during the Cape York Justice Study over a decade ago and is unsustainable. The Cape York report acknowledged the significant amounts of public money spent on government services with multiple departments and agencies with separate agendas and programs, separate administrative support and innumerable meetings involves considerable waste and inefficiency and is counterproductive and the need to provide local resources and meaningful consultation takes place in the communities, with the people themselves, all leading to local action (Queensland

Government Department of the Premier and Cabinet Community Engagement, 2004). The strategy outlined herein is the next step in this process.

Alcohol Management Plan Committee

Underpinning the process of reviewing the Mornington Island AMP and any implementation of recommendations or strategies as a result of the review has been the identified need for a robust and well informed committee that can provide advice to community, council and government in relation to the AMP.

Following a whole of community on the 28th of September 2016, at the ordinary meeting of Mornington Shire Council on the 24th of October 2016, Council resolved to appoint a committee that will specifically manage discussions and consultations between Council and the community regarding review of the AMP for Mornington Island.

Following the appointment of this committee, referred to as the AMP Committee, there was an identified need for the following to occur:

- To ensure continuity, accountability of process and probity the AMP Committee should continue to act as a sub-committee of Council before, during and after any amendment of the AMP and reintroduction of legal alcohol,
- Development of a set of detailed and specific terms of reference, to be approved by Council after endorsement by the DATSIP and the Office of Liquor and Gaming Regulation for the AMP Committee to follow,
- Council to be vigilant and support the AMP Committee to maintain its strength, veracity and proactivity in engaging all residents and stakeholders in an advisory consultancy basis on all matters dealing with the Mornington Island AMP.

The intent of the introduction of an AMP Committee did not fully come to fruition as expected and whilst some positive actions occurred through the committee, as part of the review process an identified need for more rigour from the committee became apparent. In response to this need, at the ordinary meeting of Council on the 20th September 2017, Council resolved to re-format the committee and have it chaired by the Mayor or Deputy Mayor who along with one more Councillor and the Council Chief Executive Officer would be a part of the committee. Invitations have also been forwarded to the following organisations and service providers to provide a representative:

- Mornington Island Health Council
- Junkuri Laka- Mornington Island Justice Group
- Mirndiyan Gununa Aboriginal Corporation
- Queensland Police Service - Officer in Charge of Mornington Island Police
- North West Health and Hospital Service – Director of Nursing Mornington Island Hospital
- Alcohol Tobacco and Other Drugs and Mental Health representative,
- Gidgee Health
- Education Queensland – Mornington Island State School Principal

The formalisation of an AMP Committee made up with representatives of these organisations will provide opportunity for appropriate expertise, extensive community consultation and feedback all building upon the success of recent collaborative work being accomplished on Mornington Island in regard to the community's AMP.

SECTION FIVE: Strategy Development

It is imperative that the Mornington Island AMP review recommendations do not exacerbate current illegal or anti-social behaviours. In order to support the complex and difficult review process to promote best practice, meet legislative requirements and community needs and expectations, a tripartite approach to strategy formulation is proposed consisting of the development of *service delivery, communication and education* and *reintroduction of legal alcohol*. Proposed service delivery models for Mornington Shire Council and community identify the need to progress the community towards improved health and well-being and the responsible consumption of alcohol through *multiple* approaches. The tripartite strategy is conceived to avoid a singular approach, and to empower and responsabilise local agents. Each part of the tripartite strategy will be elaborated in the following sections.

Tripartite Strategy 1 – Review of service delivery

In conjunction with the Institute for Public Policy and Governance, University of Technology Sydney, Mornington Shire Council has been carrying out a service delivery mapping exercise for all government funded programs since December 2016. Congruent to the express positions of both State and Commonwealth governments, the intended outcome is the development of a long term strategic plan for service delivery for Mornington Island.

Precedence of community control: Council and community desire to take back control of their lives. This includes the most basic of rights of being responsible for decisions that affect their well-being. Control over the myriad of services that are funded by State and Commonwealth Governments for delivery on Mornington Island is essential to this.

Alignment with the Empowered Communities Empowered Peoples Design Report: The desire for change and control closely aligns to this report. Empowerment is defined in the report as Indigenous people exercising the right to take responsibility, in particular with respect to their own lives and futures, and the government has the responsibility to equip Indigenous people with the rights and supports necessary to do this.

The report stresses that in order for these conditions to be met, Indigenous people must be proactive, ‘*to take power into our own hands*’ and not just rely on government

(Empowered Communities, 2015, p 19). The Council recognises, as the report goes on to describe that the following contribute towards the pursuit of opportunities:

- Hard work
- Leaders working together
- Taking responsibility for crucial decisions
- Driving reform
- Maintaining accountability to the constituency that they serve
- Individual responsibility towards family

At the same time, individual control or community taking responsibility will not lead to empowerment without synergistic measures to address structural disadvantage. The Empowered Peoples Design Report (Empowered Communities, 2015) describes this as creating an enabling environment for empowerment to occur. Creating such enabling environments will require structural reform. As the report notes:

“Governments must stop assuming Indigenous people need government intervention and leadership in all aspects of their lives. Instead, government must respond by providing Indigenous people with the means of their own empowerment. This must entail sharing or relinquishing certain powers and responsibilities and supporting Indigenous people with resources and capability building to assume these powers and responsibilities”(Empowered Communities, 2015, p20).

The Empowered Communities Empowered Peoples Design Report (Empowered Communities, 2015) relates to a small number of communities, whilst still providing provisions for other regions to opt in. These regions include:

- Cape York, Queensland
- Central Coast, New South Wales
- East Kimberley, Western Australia
- Goulburn-Murray, Victoria
- Inner Sydney, New South Wales

- Ngaanyatjarra Pitjantjatjara Yankunytjatjara (NPY) Lands, Central Australia
- North-east Arnhem Land, Northern Territory
- West Kimberley, Western Australia

Mornington Shire Council's philosophy is congruent to the principles of the Empowered Communities Design Report. As such, it is a model for positive change in North West Queensland and other remote regions of Australia.

The current Queensland State Government and the DATSIP furthermore outlines its purpose as – *“To increase the economic participation, improve the community participation, and promote the cultural recognition, of Aboriginal and Torres Strait Islander Queenslanders”* (Department of Aboriginal and Torres Strait Islander Partnerships, n.d.).

Mornington Shire Council is determined to take the lead in ensuring culturally appropriate, community designed services are funded to meet community identified needs and hold service providers and governments accountable at the same time. Adoption of the Mornington Shire Council's approach to the AMP Strategic Review is a unique opportunity for the Government and The Mornington Island Shire Council to empower the community and people of Mornington Island

Our vision, as stated in The Empowered Communities Empowered Peoples Design Report is simply this: *‘We want for our children the same opportunities and choices other Australians expect for their children. We want them to succeed in mainstream Australia, achieving educational success, prospering in the economy and living long, healthy lives. We want them to retain their distinct cultures, languages and identities as peoples and to be recognised as Indigenous Australians’* (Empowered Communities, 2015, p1).

Local Indigenous-controlled organisations integral to a successful service delivery strategy

Intrinsic to the success of The Mornington Island service delivery strategy are partnerships and the capacity for co-design and delivery of services from the ground up. The Council has identified the following organisations that are integral to a successful service delivery strategy. Each organisation is managed by a Board of Directors, the majority of

who are respected local Indigenous Elders and community members. These are the organisations that can provide structure, resources and capacity intrinsic to authentic control of local service delivery.

Indigenous-controlled organisation 1 - Mornington Island Aboriginal Corporation for Health – also known and referred to as the Mornington Island Health Council.

“A not for profit organisation first registered with the Office of the Registrar of Indigenous Corporations in 2004” (Office of the Registrar of Indigenous Corporations, 2017).

Mornington Island Health Council Strategic Plan outlines as part of its objectives:

- “Continue to strengthen the leadership capacity of the Mornington Island Health Council to be a shared decision-maker around all matters relating to health on Mornington Island;
- Actively support and enhance the health literacy of the Mornington Island Health Council to effectively participate in the planning, delivery and evaluation of health services;
- Formalises the roles and responsibilities of the Mornington Island Health Council in the planning, establishment, delivery and evaluation of health and wellbeing services on Mornington Island; Foster effective partnerships with service providers that will ensure best practice governance of services and favourable health gains” (Sewter, 2017, personal communication).

Indigenous-controlled organisation 2 - Mirndiyan Gununa Aboriginal Corporation

“A not for profit organisation first registered with the Office of the Registrar of Indigenous Corporations in 1983” (Office of the Registrar of Indigenous Corporations ORIC, 2017).

As outlined in the Mirndiyan Gununa Aboriginal Corporation rule book:

“The vision of the corporation is to maintain, develop and promote the cultures of the Wellesley Islands Community and provide assistance to other Gulf cultures and communities to do the same, through a professionally managed and well financed Aboriginal Corporation” (ORIC, 2017).

Indigenous-controlled organisation 3 -Junkuri Laka Wellesley Islands Aboriginal Law, Justice and Governance Association Inc. – most commonly referred to as Junkuri Laka.

“The Junkuri Laka Wellesley Islands Aboriginal Law, Justice and Governance Association Inc. is an incorporated society under Queensland law registered under number IA19908.

Junkuri Laka was first registered in the Australian Business Register on 1 July 2000 under ABN 29 458 490 746. The organisation has special tax status as a charitable organisation. It is registered for GST and has an income tax exemption.

As an incorporated association Junkuri Laka is a legal entity representing our membership”(Junkuri Laka, 2017).

As outlined on the home page of the Junkuri Laka web site:

“Our work is in the areas of law, justice and governance, where we are involved in many activities. Our work goes from standing up for our people in court to organising community service projects; from assisting native title corporations to mediating conflicts in the community; from talking with the government about alcohol regulations to publishing a newsletter. All our work is aimed at making things right. Whether that is between people, between our people and the government or between individuals and the criminal justice system, or even about making things better for our people by making our community stronger and more independent” (Junkuri Laka, 2017).

Indigenous-controlled organisation 4 - Mornington Island Aboriginal Corporation for Social and Economic Development – MIACSED

“A not for profit organisation first registered with the Office of the Registrar of Indigenous Corporations in 2013” (ORIC, 2017).

Mornington Island Aboriginal Corporation for Social and Economic Development outlines its objectives as follows:

“The corporation aims to:

- Improve the social, cultural and economic life of Mornington Island residents by establishing new businesses, supporting existing organisations and carrying out special projects under the direction of a local board of directors.
- Training and development of local people for employment and career pathways.
- Develop and sustain strong partnerships with other organisations, service providers, government and non-government organisations.
- Deliver services in a culturally appropriate manner.
- Encourage and support youth in leadership, education, cultural, employment and training opportunities” (ORIC, 2017).

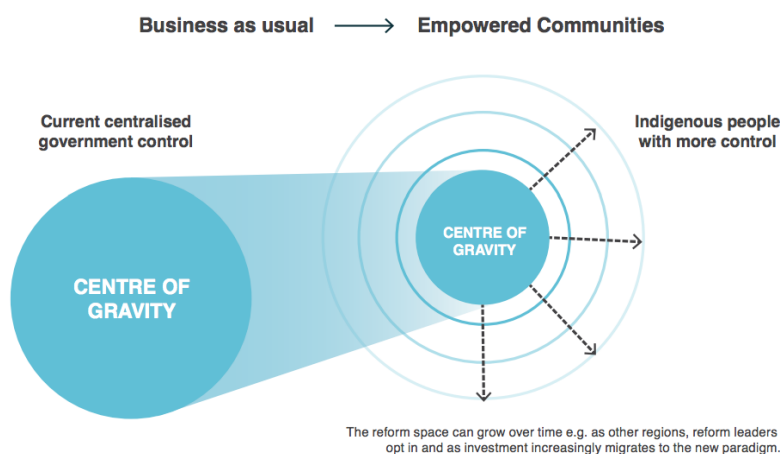
Not just reform, but a fundamental change

The Empowered Peoples Design Report defines the changes needed to remote community decision-making processes as creating “a new centre of gravity in Indigenous affairs” (Empowered Communities, p 31). This approach is formed around eight initial implementation sites and spreading to other regions. This metaphor acknowledges that the current situation renders Indigenous people passive and prevents them from taking proper responsibility for their own affairs (Depicted in Figure 62, below; Empowered Communities, 2015, p31). In this the review of services and development of local implementation models, The Mornington Island Shire Council has demonstrated a pathway to responsabilisation of local communities. The implications of this are that reform is not possible, a more fundamental change is required that is based on “empowerment, productivity and development” (Empowered Communities, 2015, p31).

Council are conscious of the imperatives of vigilance, endurance and resolve to achieve sustainable change. The Mornington Shire Council is determined to lay secure foundations for subsequent elected members and the community in the long term.

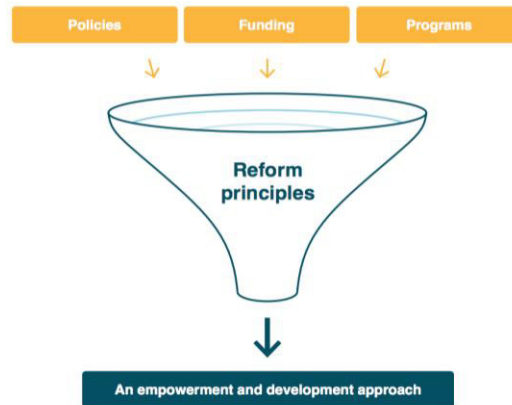
The Empowered Communities Empowered Peoples Design Report emphasises, as shown in Figure , below, that any inputs, whether programs, policies or funding, implemented in Mornington Shire, need to justify their relevance to the reform principles of empowering the community.

Figure 56. Local community control is fundamentally different to the current paradigm of centralised government control (adapted from Empowered Communities, 2015, p 31)



Within the current service delivery climate on Mornington Island, there is an identified service delivery need for immediate intervention with the youngest members of the community to reduce their exposure to the deleterious effects and behaviours caused by excessive consumption alcohol. This should be ongoing and combined with diversionary activities that meet the social and cultural norms and expectations of the community.

Figure 57. Empowered development applied consistent reform principles to all policies, funding and programs



Likewise, similar needs identified for youth and young people in the community could benefit from diversion, but in addition appropriate referral and treatment to meet the social and cultural norms and expectations of the community.

Similar needs identified for the adult population in the community will benefit from a greater emphasis on referral and treatment through service delivery from allied support services to achieve positive outcomes in terms of primary health care, clinical healthcare and specialist health care for alcohol and other drugs addiction, suicidality and mental health. Service delivery needs to be gender specific and focus on rehabilitation and treatment as opposed to education.

Demonstrated capacity of the identified local, Indigenous-controlled organisations

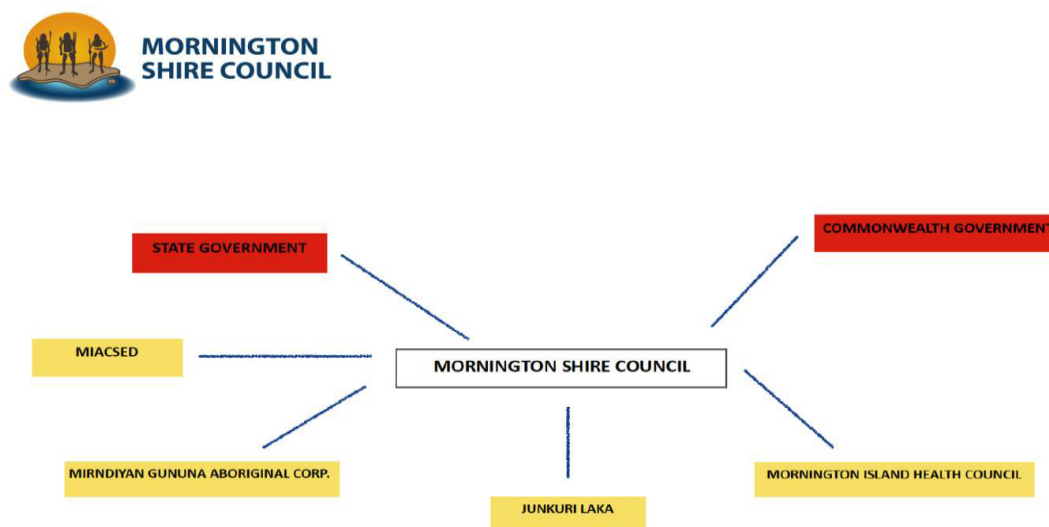
Mornington Shire Council and Junkuri Laka more than adequately demonstrate capacity to fill their respective roles as outlined in the strategic plan development. Mornington Shire Council has identified capacity building as a priority for Mornington Island Aboriginal Corporation for Health, Mirndiyan Gununa Aboriginal Corporation and Mornington Island Aboriginal Corporation for Social and Economic Development to meet their roles and responsibilities in the strategic plan development. The Support from both the State and Commonwealth Governments is needed to achieve this.

The following diagrams clearly outline the Council's proposed service delivery models; the notes outline the relationship from Council to other organisations, addressing their resources and capacity. Where identified in the various diagrams, the Mornington Shire Council Service Delivery Manager would not only act as the conduit between Council, service providers and government agencies involved in the delivery of programs, but would ensure the development of integrated programs. The Mornington Shire Council is best

positioned to ensure that programs are kept in a community context and that they utilise resources and providers. Local control and responsibility will support achievement of best-practice outcomes.

Shown in figure 58, this model clearly identifies Mornington Shire Council as the pivot and principal point of contact for both the State and Commonwealth Government and their departments in respect to service delivery for Mornington Island. The success of any reform process in terms of service delivery will be dictated to by how well this model is followed. In other words, non-government, non-Island based service providers are being funded direct from government for programs designed by others not engaged with the Mornington Island Community. This has happened in the past and continues to happen despite both governments being aware of the Council's desire to develop a local strategic plan for service delivery.

Figure 58. Model 1– The council is the principal point of contact between Government and Services



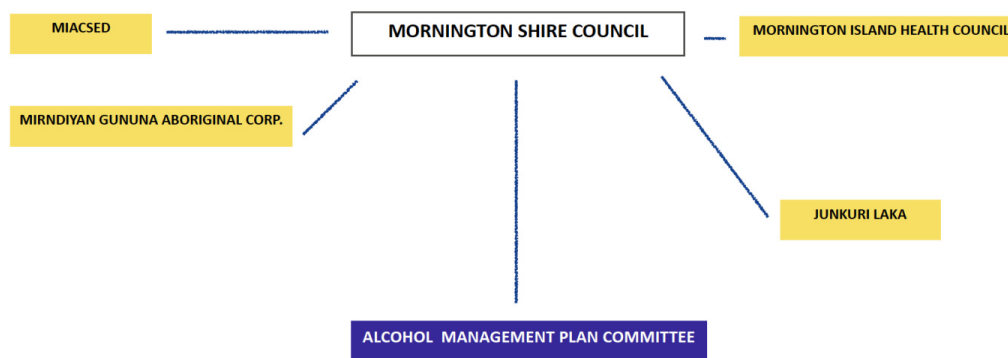
The essence of this model is quite simple, Council recognises that there are other Mornington Island Indigenous Organisations that can bring value to the table in terms of expertise and knowledge to determine if there is need for, assist in the development of and ensure accountability of any services or programs funded for Mornington Island. Of particular importance in this process is:

- Mornington Island Health Council for all matters health;
- Mirndiyan Gununa Aboriginal Corporation for all matters art and culture;
- Junkuri Laka for all matters Justice and Traditional Law and Mornington Island
- Aboriginal Corporation for Social and Economic Development for matters including social and economic development.

Under the strategy, governments would first contact the Mornington Shire Council who can draw on the expertise of one or more of their three partner organisations to assist in decision-making. Alternatively if there was an identified need within the community for the implementation of a new program or service it would be raised with Council through one of the Island agencies and then referred to government by Council.

Relating specifically to the Mornington Shire Council Alcohol Management Plan as long as a plan remains in place and/or thereafter, the model shown in figure 59 incorporates the Alcohol Management Plan Committee in addition to the key partner organisations concerning health, arts and culture and justice.

Figure 59. Model 2 The Alcohol Management Plan Committee works cooperatively with the key Indigenous-controlled service agencies coordinated by The Mornington Island Shire Council



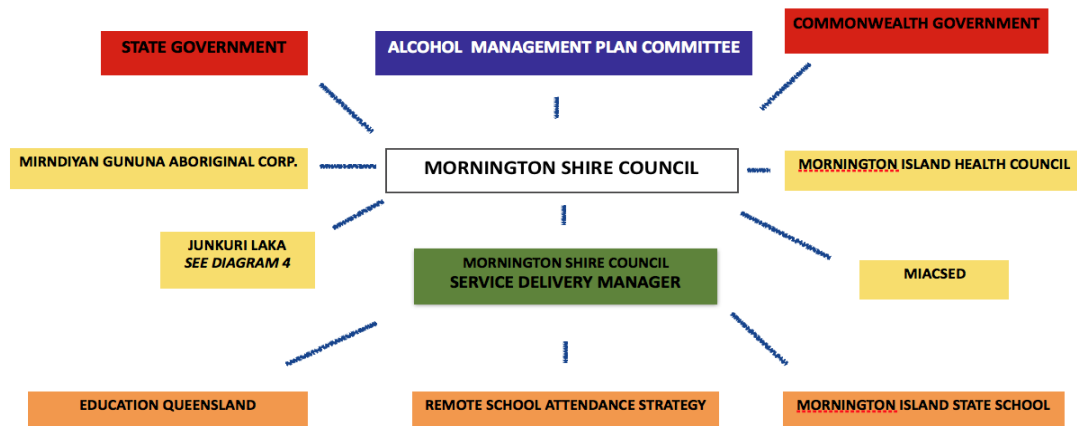
As illustrated in Figure 59, governments would follow a process to effect any additions, deletions or variations to the Mornington Shire Council AMP. The Proposed changes would be coordinated through the Mornington Shire Council who would work with the AMP Committee and/or each of the other partner organisations if required for expertise, advice or knowledge to assist in decision making.

Alternatively if there was an identified need within the community for variation, deletion or the implementation of a new program or service in respect to the AMP, it would be raised with Council through the AMP Committee and then referred to government by Council.

Council has nominated a position of Service Delivery Manager who would be the conduit between Council and service providers and government agencies involved in the delivery of a range of programs.

Using the example of ‘school attendance’, this model (See Figure 60) is a more specific example of how the process of the service delivery strategy would flow. School attendance is explicitly incorporated into the Mornington Shire Council AMP.

Figure 60. Model 3 – Strategies to encourage school attendance will be coordinated by The Mornington Shire Council through the services delivery manager and congruent to the locally negotiated, developed and controlled Alcohol Management Plans

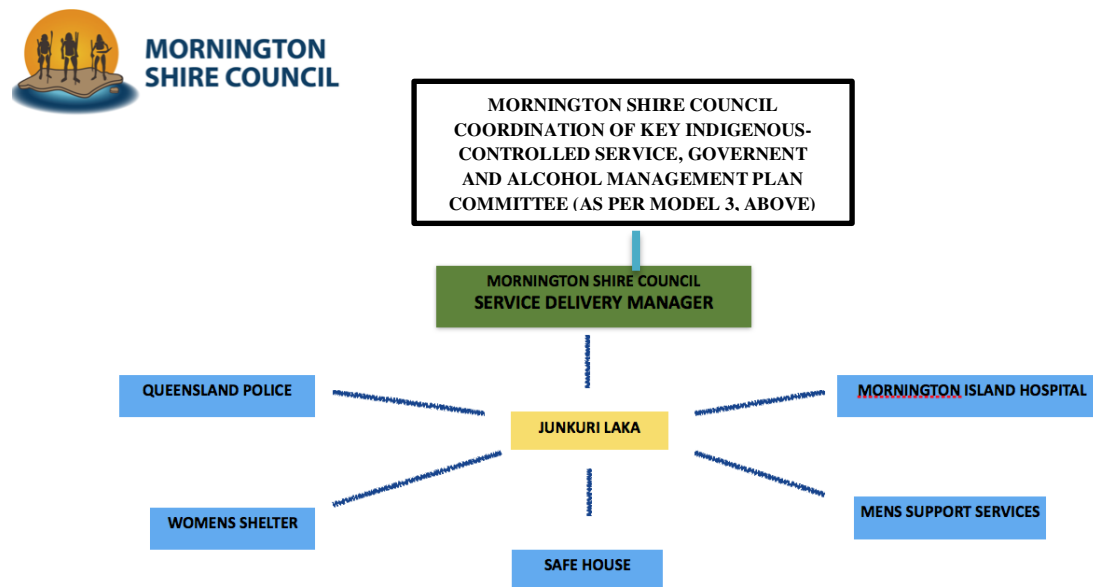


By way of process, if there were a need identified by community, for Council or government to address issues with each other in regard to school attendance, it would be raised and addressed through the process described in models 1 and 2. Whilst only Education Queensland, Remote School Attendance Strategy and Mornington Island State School have been identified as relevant at this stage, other identified providers or interested parties can be added or deleted from the model at any given time.

As with the previous two models, this model operates from government to community through Council and from community through Council to government.

The model, illustrated in Figure 61, is a more specific example of how the process of the service delivery strategy would flow. For the sake of this example the subject one of the domestic violence related programs that are being funded on Mornington Island has been selected. Domestic violence strategies are explicitly incorporated into the Mornington Shire Council Alcohol management Plan.

Figure 61. Model 4 Coordination of domestic violence support services as they relate to the Mornington Shire Alcohol Management Plan, through the locally appointed Service Delivery Manager



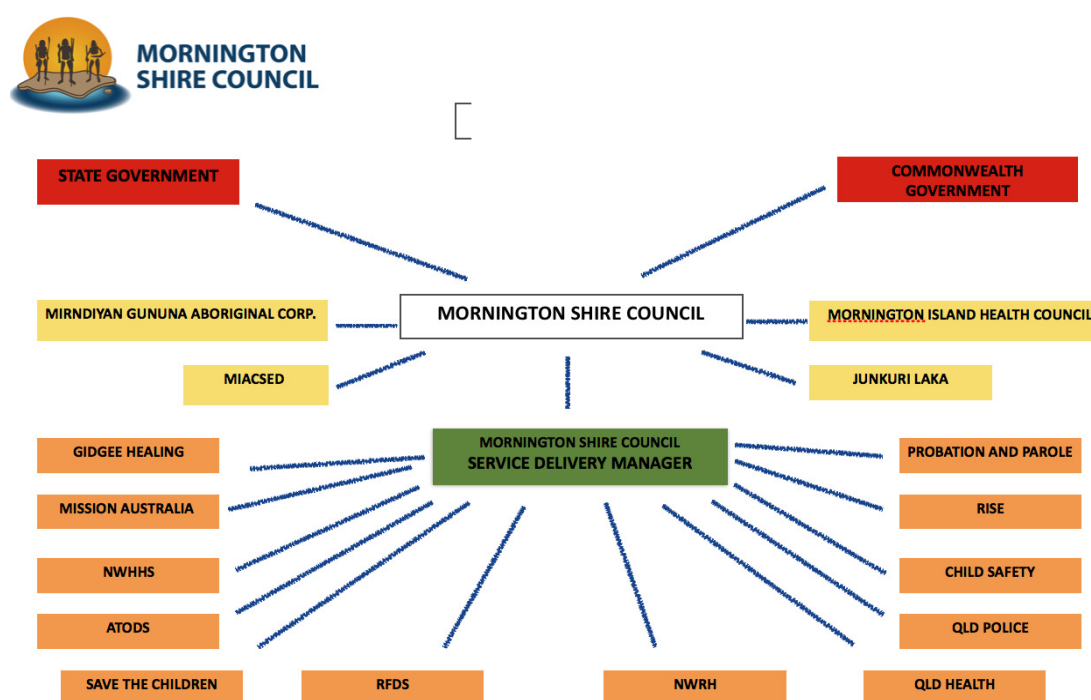
A need identified by community, Council or government to address issues with each other in regard to domestic violence, would be raised and addressed through the process described in models 1, 2 and 3. This includes the Council nominated position of Service Delivery Manager who would be the conduit between Council, the funded service provider (in this case Junkuri laka) and other service providers and government agencies involved in the delivery of programs in respect to school attendance. Whilst only Junkuri Laka, Queensland Police Service, Mornington island Hospital, Men’s Support Services, the Women’s Shelter and the Safe House have been nominated, other identified providers or interested parties can be added or deleted from the model at any given time.

As with the previous models, this model operates from government to community through Council and from community through Council to government.

Model 5, shown in figure 62, is a more complex and specific example of how the process of the service delivery strategy would flow. This example describes the introduction of a Men’s Support Service for Mornington Island (formerly known as the men’s group), for

which the Mornington Shire Council has applied for funding. The provision of men's support services are explicitly incorporated into the Mornington Shire Council AMP.

Figure 62. Model 5 – The Men's Support Service will be coordinated by the Mornington Shire Council through the Services Delivery Manager and congruent to the locally negotiated, developed and controlled Alcohol Management Plans



Needs identified by community, Council or government to address issues with each other in regard to men's support services would be raised and addressed through the process described in models 1, 2, 3 and 4. This includes the Council nominated position of Service Delivery Manager who would be the conduit between Council and other service providers and government agencies involved in the delivery of programs in respect to men's support. With a substantial increase in the number of agencies nominated, other identified providers or interested parties may be added or deleted from the model at any given time.

As with the previous three models, this model operates from government to community through Council and from community through Council to government.

Tripartite Strategy 2 - Communication and Education Strategy

The primary purpose of a communication and education strategy is to adopt a co-design and delivery process to provide an appropriate public awareness and education campaign regarding the positive and negative aspects regarding the consumption of alcohol.

This strategy will be led by Mornington Shire Council in conjunction with: the Department of Aboriginal and Torres Strait Islander Partnerships; the Department of Justice Office of Liquor and Gaming Regulation; North West Hospital and Health Services; Gidgee Healing; Western Queensland Primary Health Network; and Education Queensland.

The development of a communication and education strategy is commensurate with these and other stakeholders working in unison to achieve common goals. An effective communication strategy must be:

- Culturally appropriate manner;
- Meet the needs of community members of all ages from children to the elderly;
- Deliver both a short term and long term campaign;
- Run as long as the AMP remains in place for Mornington Island.

Early, educational intervention with the youngest members of the community will provide the greatest opportunity for success in the future. It follows suit that a communication and education strategy should target children of all ages including pre-school, junior school, senior school and those disengaged from the school system. To maximise awareness, cooperation and engagement with support services, the focus on early age intervention and education will be complemented by supplying information to the wider community that is consistent with interventions focusing on the very young.

As the context, people and their behaviour are not static, a “living” strategy that is open ended and flexible will be responsive to needs as they arise over time. As the context, and therefore needs change in response to legislative change, behavioural changes in the community, resources available and generational change.

Development of an effective communications and education strategy to date has run in tandem with the overall Mornington Shire Council Alcohol Management Plan Strategic Review and the meeting held for that process. In addition to those meetings previously outlined in this review document, on the 20th June 2016, a combined meeting was held to progress formulation of a communications and education strategy. Present were the Mornington Shire Council, Chief Executive Officer Frank Mills and Governance Coordinator Tatiana Ah Mat; Queensland Police Service, Officer in Charge Mornington Island Police Nick O’Brien; North West Hospital and Health Services, Lisa Davies-Jones, Ben Jesser, Dr

John Curry; Gidgee Healing's Dallas Leon, Mel Riordan and Rhonda Fleming; and Western Queensland Primary Health Network.

Since that meeting, further discussions regarding a communications and education strategy have again been combined in part with the overall Mornington Shire Council AMP Strategic Review meetings. Additionally, various meetings and teleconferences have been held between Council staff and co-design agency staff to progress development of a communications and education strategy.

Development of an effective communications and education strategy is in its infancy and will be subject to ongoing discussion and negotiation which will be dependent on community need, support from community service providers and government agencies and acceptance of design process. In the immediate future the following planning is underway:

Social media platform

Subject to each department's approval upon completion, Mornington Shire Council, Department of Justice and the Office of Liquor and Gaming Regulation will co-design and create:

- A closed Facebook page for Mornington Island residents and possibly government agencies and health professionals. This will serve as a safe environment for content to be published and questions answered;
- A fact series (see examples below) that is simple, audience-focused and informative. Content will be partly translated into the local language. These facts will be graphically designed for social media and in line with design concepts suitable to the audience;
- Posting of a fact series to a section on the Mornington Shire Council website, (utilising traditional Lardil language where possible) to the community section on the Mornington Shire Council website, "Our Hub";
- Posting of weekly educational/relevant fact series to Council Facebook page, Office of Liquor and Gaming Regulation social media and possible channels of the DATSIP and North West Hospital and Health Service;

Desert Pea Media

North West Health and Hospital Service North West Hospital Health Service have quarantined funding to engage Desert Pea Media for a visual and sound production to be developed on Mornington Island that will relate to family, health, culture and community. Due to other commitments, Desert Pea Media are unable participate in the development of the strategy until April 2018. A staggered and ongoing approach for the communications and education strategy avoid overload of information.

Figure 63. Example fact sheet for the social media page

<p>Example facts series:</p> <p>Did you know? By 2018, 1 in 10 people will be over 65.</p> <p>Did you know? Bar staff ask for ID to spot under-age drinkers in pubs, clubs and hotels.</p> <p>Did you know? If you supply alcohol to minors to be consumed unsupervised in a private place, you could be fined \$10,092.</p> <p>Did you know? Bar staff and managers are required by law to encourage responsible drinking and minimise alcohol harm.</p> <p>Did you know? The law says that disorderly customers must be refused service of alcohol, must not be allowed to consume alcohol and must be warned about their behaviour.</p>
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Services on Mornington Island

During and after this review process, led by Council, all service providers will be involved in maintaining development and implementation of a communications and education strategy. Finalisation and distribution of the strategic review document for comment, advice and feedback plays an important role in that process.

Tripartite Strategy 3 - Reintroduction of legal alcohol strategy

It is acknowledged that any reintroduction of legal alcohol to Mornington Island must follow a rigorous process to ensure its integrity and mitigate any risk of unintended consequences for the community on Mornington Island. The perception that reintroduction of alcohol will mean a return to the canteen days of the past must be clearly dispelled as a myth as current legislative and policy requirements would never permit that to occur.

Prior to the community survey conducted in conjunction with the development of this review strategy, consensus from the majority of the Mornington Island population was for the reintroduction of legal alcohol to be carried out in a number of stages. Between each stage there is an identified need for review of success or failure of each stage. Consensus also was that the progression from Stage 1 to Stage 3 may take up to 5 years or longer if at all.

- Stage 1- Carriage limit and Detached Bottle Shop Licence
- Stage 2 -Community Club Licence and Detached Bottle Shop Licence to run in tandem
- Stage 3-Hotel Licence

The results of the community survey overwhelmingly support the introduction of take away alcohol – via a detached Bottle Shop Licence. This in turn requires the introduction of a carriage limit for Mornington Shire Council. There was similar support for the introduction of a place for people to sit and drink in line with a Community Club Licence.

Post survey, the following stages for reintroduction of legal to Mornington Island is proposed with the recognition that this progression from Stage 1 to Stage 3 may take up to 5 years or longer if at all.

- Stage 1- Carriage limit, Detached Bottle Shop Licence and Motel Licence.
- Stage 2- Community Club Licence and Detached Bottle Shop Licence to run in tandem
- Stage 3- Hotel Licence

To support the successful reintroduction of legal alcohol to Mornington Island, the following are considered paramount elements of process.

Consultation and validation

There is recognition that for any reintroduction of alcohol to be successful, continuous consultation, review and assessment would need to take place. Integral to this process is the involvement from day one of the department of Aboriginal and Torres Strait Islander Partnerships, the Department of Justice and Attorney General – Office of Liquor and Gaming Regulation, the Mornington Shire Council Alcohol Management Plan Committee, Mornington Shire Council, the Queensland Police Service, Junkuri Laka – Wellesley Islands Law, Justice and Governance Association Incorporated and the community of Mornington Island.

Homebrew

With the deleterious nature of homebrew being manufactured and consumed on Mornington Island being widely known and accepted:

- Subject to the reintroduction of legal alcohol there is an identified need for ongoing rigour by the police and judiciary in the enforcement and appropriate penalising of those convicted of:
 - Manufacturing homebrew,
 - Sly grogging (sale of homebrew) or importers of alcohol, and
 - Committing crimes after the consumption of alcohol or homebrew
- There is an identified need for coordination of all government funded services to deal with the ongoing effects of alcohol consumption past and present.

Carriage limit

Mornington Island has a multicultural population that are not stereotyped in behaviour and the community view is that any carriage limit introduced under the AMP should not only apply to beer other alcoholic drinks as well. The following options have been suggested as appropriate to be available for all residents.

- 8 cans of mid strength alcohol per person per day e.g. beer or mixed drinks such as UDL, or
- Up to 1 litre of wine in a plastic bottle per person per day e.g. piccolos or 750ml bottle.

These limits are suggested with the intent that each resident is limited to only one of the above options daily. However, with this option, of concern to community is the ability for this carriage limit to effectively address the situation of community members wishing to travel to country for holidays and weekends and their desire to take more than 8 cans per person in total to do that i.e. “going bush for a week and take the equivalent of 8 cans per day out bush equals 40 to 56 cans depending on how long you are going”.

Takeaway licence – (detached bottle shop)

There is an expectation with a Detached Bottle Shop Licence that reviews would be conducted after 6 months and 12 months to ensure compliance of conditions and also impact of the re-introduction of legal alcohol into the community. A Detached Bottle Shop could be run from suitable, secure premises on Mornington Island and after finding a Commercial Hotel licence holder who is prepared to apply for a Detached Bottle Shop and an exemption of the 10 kilometre limit as per Part 3 Section 7 of the Liquor Regulations 2002 as amended (Liquor Act 1992 Liquor Regulation 2002, p 15-17) (Queensland Government, 2002a).

There is clear understanding for this process to occur:

- Suitable secure premises must be available; the “old tavern” on Mornington Island after some renovations would be available.
- Identification of a current licence holder who is prepared to apply for a licence on Mornington Island; an expression of interest process was conducted to determine if interested parties were available.
- Appreciation that a Detached Bottle Shop Licence holder cannot “contract out” the licence, but Council and or community can rent a building and have an agreement for employment of staff with the licence holder.

Approval Process

There is recognition and understanding that a formal approval process for a Detached Bottle Shop Licence must consist of the following steps:

- Current licensee applies for a Detached Bottle Shop Licence.
- Office of Liquor and Gaming Regulation will require a community impact statement.
- Office of Liquor and Gaming Regulation will conduct a rigorous assessment process to determine if a licence would be granted.

- Office of Liquor and Gaming will make enquiries to ensure no sub-contracting out by licensee.
- Office of Liquor and Gaming Regulation will consult with a range of agencies including the Queensland Police, the Community Justice Group, the Mornington Shire Council, the Department of Aboriginal and Torres Strait Islander Partnerships, the Office of Regulatory Policy and the Office of Liquor and Gaming Regional Office.
- Office of Liquor and Gaming Regulation will undertake regular inspections of the venue to ensure compliance with Legislation.

Review process

Ancillary to any AMP review that includes the introduction of a carriage limit and reintroduction of legal alcohol is an identified need for a rigorous ongoing review process to evaluate the impact on the community and the degree of legislative compliance associated with the reintroduction of alcohol. It is contended that the review process for Mornington Island AMP should be bi-annual and:

- Be open, consultative and carried out by the AMP Committee, the Office of Liquor and Gaming Regulation and the DATSIP as lead agencies.
- Determine the success or failure of the reintroduction of alcohol process and model introduced and the impacts this is having in the community.
- Make recommendations to the Office of Liquor and Gaming Regulation and the DATSIP on the outcome of each review.
- Determine if the community has a desire to progress to a Community Club in tandem with a Detached Bottle Shop Licence at some stage in the future.
- Determine if the community has a desire to progress to progress to a Hotel Licence at some stage in the future.

Motel licence

A motel licence could be run from suitable, secure premises on Mornington Island, with Council as the licence holder to provide amenities to the guests and visitors that occupy the visitor accommodation centre on Mornington Island. This would follow a similar model to the former Birri Lodge and be subject to rigorous reviews as specific to this licence but in general as outlined for a detached bottle shop licence.

Community Club licence

Subject to demand and with the identification and provision of suitable, secure premises on Mornington Island, and subject to rigorous reviews with positive outcomes with respect to a Detached Bottle Shop Licence and Motel Licence, the establishment of a community club facility would be developed as stage two of the reintroduction of legal alcohol to Mornington Island.

Hotel licence

Subject to demand and with the identification and provision of suitable, secure premises on Mornington Island, and subject to rigorous reviews with positive outcomes with respect to a Detached Bottle Shop Licence and Motel Licence, the establishment of a Hotel Licence facility would be developed as stage three of the reintroduction of legal alcohol to Mornington Island. This stage would see the need for a detached Bottle Shop Licence no longer present.

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Appendices

Appendix 1

Queensland Liquor Act 1992

Part 4 Licences

Division 1 Licences under this Act

58 Available licences

(1) The following licences may be granted and held under this Act—

- (a) commercial hotel licence;
- (b) commercial special facility licence;
- (c) commercial other licence;
- (d) community club licence;
- (e) community other licence;
- (f) nightclub licence.

(2) Only 1 licence may be granted or held for premises, or part of premises, but a licence may be granted or held for the premises or part even though there is a licence under the Wine Industry Act 1994 for the premises or part.

(3) However, if a licence is granted or held for premises, or part of premises, under this Act and the Wine Industry Act 1994—

- (a) the licensee under both Acts must be the same person; and
- (b) liquor may be sold under the licence under this Act only for the trading hours authorised under the licence.

58A Licences subject to conditions imposed under regulation

(1) A licence granted and held under this Act is subject to the conditions prescribed under a regulation.

(2) To remove any doubt, it is declared that any condition that may be imposed on a licence by the commissioner may be prescribed under a regulation.

(3) If a condition is prescribed under a regulation for all licences, or all licences in a particular area, the condition applies to all the licences or all the licences in the area, whether issued before or after the commencement of the regulation.

(4) If a condition is prescribed under a regulation for a particular class of licence, or a particular class of licence in a particular area, the condition applies to all the licences of that class or all the licences of that class in the area, whether issued before or after the commencement of the regulation.

(5) Subsections (3) and (4) apply subject to a contrary intention stated in the regulation.

(6) However, if the commissioner imposes a condition on a licence under section 107C or varies a licence under section 111 by amending or revoking a condition of the licence, the condition or variation prevails over any condition prescribed by regulation to the extent of any inconsistency (Liquor Act 1992 P 83-84).

Division 2 Commercial hotel licence

59 Principal activity of a business conducted under a commercial hotel licence

(1) The principal activity of a business conducted under a commercial hotel licence is the sale of liquor for consumption on the licensed premises, or on and off the premises, together with—

- (a) the provision of meals and accommodation, as required under the licence; and
- (b) the provision of premises and catering facilities for use by persons genuinely attending a function held on the premises.

(2) The authority under a commercial hotel licence to sell liquor does not apply unless a business is conducted on the licensed premises with the principal activity as mentioned in sub section (1).

60 Authority of commercial hotel licence

(1) A commercial hotel licence authorises the licensee—

- (a) to sell liquor on the licensed premises, for consumption on or off the premises, during ordinary trading hours or approved extended trading hours; and
- (b) to sell liquor on the licensed premises, for consumption on or off the premises, at any time to a resident on the premises; and
- (c) to sell liquor on the licensed premises, for consumption on the premises, at any time to a guest of a resident on the premises while the guest is in the resident's company; and
- (d) to sell liquor on premises approved by the commissioner for sale of liquor under authority of the licence, for consumption—

(i) off the premises; or

(ii) on the premises in the amount and in the circumstances prescribed by regulation.

Note—

Premises approved by the commissioner under subsection (1)(d) are detached bottle shops under this Act.

(2) If the commissioner states in the licence, the authority of a commercial hotel licence extends to the sale of liquor off the licensed premises, for consumption off the premises, while the licensee is catering for a function if—

- (a) the sale is ancillary to the function at the place where the liquor is consumed; and
- (b) the liquor is sold for consumption by persons genuinely attending the function.

(3) The authority under subsection (1) or (2) is subject to this Act and the conditions stated in a particular licence.

(4) Premises approved by the commissioner for sale of liquor under the authority of a commercial hotel licence are part of the licensed premises to which the licence relates.

61 Restrictions on grant of commercial hotel licence

(1) The commissioner may grant a commercial hotel licence only if the commissioner is satisfied of the following—

(a) the business to be conducted under the licence on the licensed premises will have the principal activity as mentioned in section 59(1);

(b) the business to be conducted under the licence on the licensed premises will have a commercial kitchen and at least 2 of the following facilities—

(i) a dining, restaurant, or bistro-style, facility;

(ii) self-contained accommodation of at least 3 rooms for letting to travellers;

(iii) a function room facility available for hire by members of the public;

(c) the licensed premises—

(i) have the capacity to seat more than 60 patrons at any one time; and

(ii) have toilet facilities for male and female patrons of the business to be conducted under the licence on the premises.

(2) The commissioner must not grant a commercial hotel licence to a person—

(a) for premises the commissioner reasonably considers are, or are to be, used primarily as a supermarket; or

(b) if the commissioner considers that the sale of liquor proposed to be carried on under authority of the licence would more appropriately be carried on under the authority of a licence of another kind.

(3) Also, the commissioner must not grant a commercial hotel licence to an incorporated association under the *Associations Incorporation Act 1981*.

62 Consumption of liquor on premises by residents and guests

Liquor supplied under the authority of a commercial hotel licence to a resident on the licensed premises, or to a guest of a resident in the resident's company, for consumption on the premises at any time other than ordinary trading hours, or approved extended trading hours, must be consumed in a residential unit on the premises (Liquor Act 1992 P 84-87).

67B Principal activity is the provision of accommodation

(1) This section applies if the principal activity of a business conducted under a subsidiary on- premises licence is the provision of accommodation.

(2) The licence authorises the licensee to sell liquor on the licensed premises—

(a) at any time—

(i) to a resident on the licensed premises, or a guest of a resident in the resident's company, for consumption on the premises; or

(ii) to a resident on the licensed premises in a quantity of not more than 9L on any day, for consumption off the premises; and

(b) during ordinary trading hours or approved extended trading hours, to any person, including a person not eating a meal, for consumption in a part of the premises stated in the licence as ordinarily set aside for dining; and

(c) to a person attending a function on the premises during ordinary trading hours or approved extended trading hours for consumption on the premises, whether or not the person is eating a meal.

(3) Liquor supplied under authority of the licence to a resident on the licensed premises or a guest of a resident in the resident's company, for consumption on the premises outside ordinary trading hours or approved extended trading hours, must be consumed in a residential unit on the premises (Liquor Act 1992 P 91-92).

Division 5 Community club licence

76 Principal activity of business under community club licence

(1) The principal activity of a business conducted under a community club licence is the provision of facilities and services to the club's members and the achievement of the club's objects.

(2) The authority under a community club licence to sell or supply liquor does not apply unless a business is conducted on the licensed premises with the principal activity as mentioned in subsection (1).

77 Authority of community club licence

(1) A community club licence authorises the licensee to sell liquor on the licensed premises—

(a) during ordinary trading hours, or approved extended trading hours, to—

(i) a member of the club for consumption on or off the premises; or

(ii) a member of a reciprocal club, whose members' reciprocal rights are secured by formal reciprocal arrangements, for consumption on or off the premises; or

(iii) an applicant for membership of the club for a period of 30 days after receipt by the secretary of the club of the applicant's application for membership for consumption on the premises; or

(iv) a guest of a person mentioned in subparagraph (i) or (ii), in the person's company, for consumption on or off the premises; or

(v) a visitor to the club, for consumption on or off the premises, whose ordinary place of residence is in—

(A) another State or in a foreign country; or

(B) the State, at least 15km from the club's premises; or

(vi) a person attending a function or club activity, other than the purpose of the club, on the premises for consumption on the premises; or

(vii) for a club that is an RSL or Services Club—

(A) an RSL honorary member for consumption on the premises, or a guest of an RSL honorary member in the member's company for consumption on the premises; or

(B) a defence member for consumption on the premises, or a guest of a defence member in the member's company for consumption on the premises; and

(b) at any time to a resident on the premises, or a guest of a resident in the resident's company, for consumption on the premises.

(2) Despite subsection (1)(a)(vi), if the commissioner states in a community club licence that the licensed premises include particular premises (the *other premises*) that the club owns or has a legal right to occupy and the other premises may be used on an infrequent basis for an event, the licence authorises the licensee to sell liquor within a defined area on the other premises for the event for consumption within the defined area stated in the licence if—

- (a) the sale is during ordinary trading hours for the licence to members of the public attending the event on the other premises; and
- (b) the event is the playing of a sport or game for which the club is established; and

Example of sport or game for which a club is established—

If a rugby union club is established but the club allows other clubs to use its premises for bridge or darts, or encourages the rugby union club's members to play those games, the rugby union club is established for rugby union and not other sports or games (like bridge or darts) that may be played on its premises.

- (c) the club is catering for the event on the other premises; and
- (d) at least 14 days before the date of the event, the club gives written notice about the event to the police officer in charge of the locality in which the event is to be held.

Example for subsection (2)—

A football club may have premises with an adjacent field in 1 suburb that are used on a weekly basis for training and regular games. The club may also own a second field in another suburb which is used a few times a year for the club's games. The commissioner may state in the community club licence that the licensed premises includes defined areas at 1 or both fields. The community club licence authorises the club to sell liquor within the defined areas.

(3) For subsection (2), the area of the other premises defined in the licence forms part of the licensee's licensed premises for the period the licensee is authorised to sell liquor on the other premises.

(4) Despite section 76(1), a community club licence does not authorise the sale or supply of liquor from a facility ordinarily known as a drive-in or drive through bottle shop.

(5) The authority under subsections (1) and (2) is subject to this Act and the conditions stated in a particular licence.

(6) A visitor to the premises of a club who—

(a) with permission of an authorised agent of the management committee of the club;
and

(b) after payment of the fee, if any, ordinarily charged for the purpose; plays a sport or game that is part of the club's business, or that is played under the auspices of the club, is taken, for the purposes of subsection (1), to be a member of the club for the day on which the visitor so plays.

(7) If it is a team that plays a sport or game mentioned in subsection (6) as visitors to the premises of a club, every genuine official of the team is taken to be a visitor who played the sport or game although the official has not taken part in the sport or game.

(8) In this section—

game does not include a game within the meaning of the *Gaming Machine Act 1991*.

78 Restrictions on grant of community club licence

(1) The commissioner may grant a community club licence only if the commissioner is satisfied that—

(a) the business to be conducted under the licence on the licensed premises will have the principal activity as mentioned in section 76(1); and

(b) the club in question is a non-proprietary club.

(2) The commissioner may not grant a community club licence if—

- (a) the premises to which the community club licence would relate are a part of larger premises, wholly or partly (the ***larger premises***); and
- (b) another type of licence was formerly held in relation to the larger premises; and
- (c) another type of licence is still held in relation to the remainder of the larger premises, wholly or partly.

Example—

If club A applies for a community club licence in relation to a part of premises that has been excised from club B's commercial hotel licence, club A's application must be refused.

79 Requirements of club and secretary

(1) A community club licence is subject to the following conditions—

- (a) the rules of the relevant club must comply with the schedule, except as otherwise authorised in writing by the commissioner;
- (b) if an amendment of the rules of the relevant club is adopted by the club—
 - (i) the relevant club's secretary must, within 14 days after the adoption of the amendment, give to the commissioner a certified copy of the proposed amendment; and
 - (ii) the amendment takes effect at the end of 28 days after receipt by the commissioner of the certified copy, unless, within that period, the commissioner disallows the amendment by written notice given to the relevant club's secretary;
- (c) the relevant club's secretary must keep on the club premises a register of—
 - (i) the name and address of each member of the club; and
 - (ii) particulars of payment of the membership subscription last paid by the member;
- (d) the relevant club's secretary must keep on the club premises a register of—
 - (i) the name of each guest of a member or visitor to the club premises; and
 - (ii) the current place of residence of each guest or visitor or, if the guest or visitor is a member of a reciprocal club, the name of the reciprocal club;

(e) the relevant club's secretary must keep the register mentioned in paragraph (c) or (d) open for inspection at any time by an investigator.

(2) The regulations may prescribe amendments to which subsection (1)(b)(i) does not apply.

(3) An amendment to which subsection (1)(b)(i) does not apply takes effect as soon as it is adopted by the relevant club.

(4) Subsection (1)(d) does not apply to a person who is—

- (a) a minor; or
- (b) a visitor mentioned in section 77(6) or (7).

(4A) Subsection (1)(d) does not apply in relation to a guest or visitor who is—

(a) a member of a reciprocal club if the guest or visitor provides evidence of membership of the reciprocal club when the guest or visitor enters the relevant club; or

(b) for a relevant club that is an RSL or Services Club—

- (i) an RSL honorary member; or
- (ii) a defence member if the guest or visitor displays his or her current service identity card when the guest or visitor enters the relevant club.

(4B) However, if the rules of the relevant club require a register to be kept for members of a reciprocal club, subsection (1)(d) continues to apply in relation to a guest or visitor who—

- (a) is a member of that reciprocal club; and
- (b) if the relevant club is an RSL or Services Club, is not also—

- (i) an RSL honorary member; or

(ii) a defence member who displays his or her current service identity card when the guest or visitor enters the relevant club.

(4C) To remove any doubt, subsection (1)(d) continues to apply in relation to a guest or visitor who is—

- (a) a guest of a member of a reciprocal club; or
- (b) for a relevant club that is an RSL or Services Club—

- (i) a guest of an RSL honorary member; or
- (ii) a guest of a defence member.

(5) A person must not make an entry in a register, or give information to someone else to enter in a register, mentioned in subsection (1)(c) or (d) that the person knows is false, misleading or incomplete in a material particular.

Maximum penalty—35 penalty units.

(5A) The relevant club's secretary may keep the register mentioned in subsection (1)(c) or (d) in hard copy or electronic form.

(6) It is enough for a complaint against a person for an offence against subsection (5) to state that the information entered was false, misleading or incomplete to the person's knowledge.

(7) In this section—**relevant club** means the club to which the licence relates. (Liquor Act 1992 P 103-108).

Part 4A Permits

Division 3 Community liquor permit

103C Authority of community liquor permit

(1) Subject to this Act, a community liquor permit authorises the permittee to sell liquor—

- (a) at the event or occasion; and

- (b) at the times on the day or days; and
- (c) subject to the conditions;
stated in the permit.

(2) Authority of a community liquor permit extends to sale of liquor—

- (a) for consumption at the event or occasion stated in the permit; and
- (b) for removal from the venue of the event or occasion, and subsequent consumption,
if stated in the permit.

103D Restriction on grant of community liquor permit

(1) The commissioner must not grant a community liquor permit—

- (a) for licensed premises; or
- (b) if the commissioner considers that the supply of liquor proposed to be provided
under authority of the permit would more appropriately be provided under authority of a
licence.

(2) The commissioner may grant a community liquor permit only to—

- (a) a non-proprietary club; or
- (b) another entity, if the commissioner is satisfied all the net proceeds from the sale of
liquor under the permit will be used for the benefit of the community.

(3) If the applicant for a community liquor permit is a non-proprietary club that is an
unincorporated association, the permit may be granted only to an individual for the non-
proprietary club.

103E Identification of premises

(1) The commissioner must—

(a) define an area adjacent to each premises to which a community liquor permit relates; and

(b) state the means by which the area must be marked out.

(2) An area defined under subsection (1) is part of the premises to which the permit relates.

103F Restriction on consumption or possession of liquor

(1) During continuance of a community liquor permit, a person must not—

(a) consume liquor; or

(b) have liquor in possession for consumption;

at the venue of the event or occasion stated in the permit elsewhere than in an area that is part of the premises to which the permit relates.

(2) Subsection (1) does not apply to consumption of, or having in possession, liquor supplied by the person or association of persons controlling the event or occasion in a part of the venue of the event or occasion set apart for use by that person or association and guests (Liquor Act 1992 P 127-128).

Part 6 Obligatory provisions and offences

168B Prohibition on possession of liquor in restricted area

(1) A person must not, in a restricted area to which this section applies because of a declaration under section 173H, have in possession more than the prescribed quantity of a type of liquor for the area, other than under the authority of a restricted area permit (Liquor Act 1992, P291).

Part 6A Restricted Areas

173H Declaration of prohibition of possession of liquor in restricted area

(1) A regulation may declare that a restricted area is an area to which section 168B applies.

(2) A regulation under subsection (1) must state the quantity of a type of liquor that a person may have in possession in the restricted area (the *prescribed quantity*) without a restricted area permit.

(3) Subject to any conditions imposed under this Act about the quantity of a type of liquor that a person may have in possession at licensed premises, or premises to which a permit relates, in the restricted area, the prescribed quantity does not apply to the premises (Liquor Act 1992, P330).

Liquor Regulation 2002

Part 3 Detached bottle shops

7 Circumstances in which commissioner may approve premises a detached bottle shop

(1) The commissioner may approve premises, as mentioned in section 60(1)(d) of the Act, only if—

(a) the applicant is the licensee of licensed premises (*the main licensed premises*); and

(b) the proposed detached bottle shop—

(i) is not more than 10km by road from the main licensed premises; and

(ii) has a floor area of not more than 150m²; and

(iii) does not have direct access from any other business premises; and

(iv) has direct access from a public place; and

(v) does not have a facility ordinarily known as a drive-in or drive through; and

(c) the applicant has no more than 2 detached bottle shops for the main licensed premises; and

(d) the applicant satisfies the commissioner that—

(i) conducting the proposed detached bottle shop on the premises is permitted under the planning scheme of the relevant local government for the premises; and

(ii) only the applicant has a right to occupy—

(A) if the detached bottle shop will occupy the entire premises—the premises; or

(B) if the detached bottle shop will occupy only part of the premises—the part of the premises; and

(iii) the same person or entity will have the financial benefit of the proposed detached bottle shop and the business conducted at the main licensed premises; and

(iv) the applicant will conduct the proposed detached bottle shop under the same business name as the business conducted at the main licensed premises; and

(v) the licensee's principal place of business will be the main licensed premises.

(2) For subsection (1)(b)(i), a proposed detached bottle shop is not more than 10km by road from the main licensed premises if either of the following distances is 10km or less—

(a) the distance measured between—

(i) the place of egress by road from the land on which the main licensed premises is located that is closest to the proposed detached bottle shop; and

(ii) the place of ingress by road to the land on which the premises is located that is, or includes, the proposed detached bottle shop that is closest to the main licensed premises;

(b) the distance measured between—

(i) the place of egress by road from the land on which the premises is located that is, or includes, the proposed detached bottle shop that is closest to the main licensed premises; and

(ii) the place of ingress by road to the land on which the main licensed premises is located that is closest to the proposed detached bottle shop.

(3) A distance mentioned in subsection (2) must be measured using the shortest route that may be taken driving a motor vehicle in compliance with the relevant laws of the State and local laws.

(4) Subsection (1)(b)(i) does not apply if the applicant satisfies the commissioner that—

(a) the proposed detached bottle shop will

(i) be in a locality in which there is no licensed premises at which liquor is sold for consumption off the premises; and

(ii) primarily service the residents of the locality; and

(b) because of the locality's population or projected population, the locality is not likely to attract the establishment of licensed premises other than a detached bottle shop.

Example of a locality for subsection (4)— a small rural community more than 10km from the nearest premises from which takeaway liquor is sold to the public (5) Subsection (6) applies if the proposed detached bottle shop will occupy only a part of the premises and there is a condition in the applicant's tenancy agreement for the part of the premises that the owner of the premises will not grant anyone else the right to occupy another part of the premises as a detached bottle shop.

(6) The applicant must satisfy the commissioner that the applicant did not ask the owner to include the condition in the agreement" (Liquor Act 1992 Liquor Regulation 2002, P 15-17).

Part 8A Restricted areas

37A Declaration of restricted area—Act, s 173G(1)

An area stated in a relevant schedule is a restricted area.

37B Declaration of prohibition of possession of liquor in restricted area—Act, s 173H

(1) Each restricted area is an area to which section 168B of the Act applies.

(2) The prescribed quantity of a type of liquor for a restricted area is the quantity of the type stated for the area in a relevant schedule (Liquor Act 1992 Liquor Regulation 2002, P48-49).

Schedule 1I Mornington

Sections 37A and 37B

1 Areas declared to be restricted areas

Each of the following areas is a restricted area—

- (a) the community area of the Council of the Shire of Mornington;
- (b) the foreshore of the community area.

2 Prescribed quantity

The prescribed quantity of liquor of any type for each restricted area is zero (Liquor Act 1992 Liquor Regulation 2002, P76).

Aboriginal and Torres Strait Islander Communities (Justice, Land and Other Matters) Act 1984

Part 4 Community Justice Groups

19 Functions and powers

(1) The community justice group for a community area has the following functions—

(d) making recommendations to the Minister administering the Liquor Act 1992, part 6A, about declarations under that part (ATSIC(JLaOM)Act 1984 P21).

Part 5 Control of possession and consumption of alcohol in community areas

Division 3 Provisions relating to homemade alcohol

38 Offences relating to homemade alcohol

(1) Subsection (2) applies if—

- (a) a community area or part of a community area (the *part community area*) is, or is in, a restricted area under the *Liquor Act 1992* to which section 168B of that Act applies because of a declaration under section 173H of that Act; and
- (b) the prescribed quantity of liquor of any type a person may under that Act possess for the restricted area, other than under the authority of a restricted area permit under that Act, is zero.

(2) A person must not in the community area or part community area—

- (a) possess a home-brew kit or component of a home-brew kit; or
- (b) possess equipment, or a component of equipment, that is being used, or has been used, to brew alcohol; or
- (c) possess home-brew concentrate; or
- (d) supply homemade alcohol to another person.

(3) A person must not in a prescribed community area—

- (a) possess a home-brew kit or component of a home-brew kit; or
- (b) possess equipment, or a component of equipment, that is being used, or has been used, to brew alcohol; or
- (c) possess home-brew concentrate; or

- (d) possess homemade alcohol; or
- (e) supply homemade alcohol to another person.

(4) In this section— ***component***, of a home-brew kit, means a device that is apparently intended to be part of a home-brew kit.

39 Relationship with restricted areas

(1) This section applies if a prescribed community area or part of a prescribed community area is, or is in, a restricted area under the *Liquor Act 1992* to which section 168B of that Act applies because of a declaration under section 173H of that Act (the ***restricted area declaration***).

(2) Section 38(3)(d) applies to the whole of the prescribed community area despite the restricted area declaration (ATSIC(JLaOM)Act 1984 P33-34).

The intent from the community on Mornington Island clearly indicates an appetite for the re-introduction of “legal alcohol” to Mornington Island. The following legislation covers the scenarios put forward by the community during this review process. Reference to section 58 from the Mornington Island community perspective includes commercial hotel licence and community club licence.

Appendix 2



AMP Review Mornington Island Core Strategy

June 2014

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Summary

- The QLD Government announced in October 2012 that it would undertake a review of the Alcohol Management Plans (AMP) in place in Aboriginal Communities. Mornington has had such alcohol restrictions in place since 2003. In 2009 this was changed to a zero limit, introducing a total prohibition of alcohol.
- To circumvent the alcohol restrictions, the Mornington population has taken to production of homemade alcohol. The result is that alcohol continues to be pervasive on Mornington, and with it all social ills the ban sought to address. With illegality has come increased offending and therefore increased engagement with the criminal justice system. The health risks of homemade alcohol aggravate the social problems and are becoming an issue in their own right. The AMP and the zero limits have not achieved their aims on Mornington, arguably quite the opposite.
- Suggested additional measures at the time of intruding restrictions and the final prohibition, such as rehab facilities and additional health services, have not been implemented, leaving the community highly vulnerable to the effects of ongoing alcohol abuse.
- The Junkuri Laka Community Justice Group and the Mornington Shire Council have been engaging with the community and the QLD Government from late 2011 to discuss amendments to the AMP. This document is the result of community consultation and discussions with service providers and agencies operating on Mornington. It is the first formal step in the AMP review process. Junkuri Laka is the leading agent for the AMP review.
- The Mornington Community acknowledges and accepts the paramount principles of the AMP review process, the protection of the most vulnerable in the community, community safety and increased participation in education.
- The review has started with collection of data and the formulation of guiding principles, which emphasise personal responsibility and addressing unwanted behaviour rather than alcohol possession per se. The principles suggest that alcohol dependence and abuse must be approached as social and personal health issues rather than through the criminal justice system.
- The proposed AMP for Mornington suggests that alcohol can be made available, but only to those who demonstrate to possess appropriate responsibility. Criteria to gauge this responsibility would include indices such as school attendance of children, personal health, economic health (employment), compliance with social standards, etc. This would be achieved through a personal “drinking licence”, in analogy with a driver’s or gun licence. Alcohol would only be allowed to be consumed in private; there would not be a drinking venue in the first phase of the project.
- Homebrew would continue to be illegal, and would be pursued more vigorously.
- The reviewed AMP would be implemented through a set of local bylaws, developed locally in consultation with the community, and would be enforced locally.
- The plan would include a case management system and local management of the collaboration between service providers and agencies already present on the Island. It will also identify areas of need for additional services, most prominently rehab facilities, “drop in” centres and programs to deal with (repeat and juvenile) offenders.
- The review committee emphasizes that alcohol management is only a small part of a much broader range of issues that must be resolved to change Mornington Island for the better. Most prominent in that respect is true economic development.

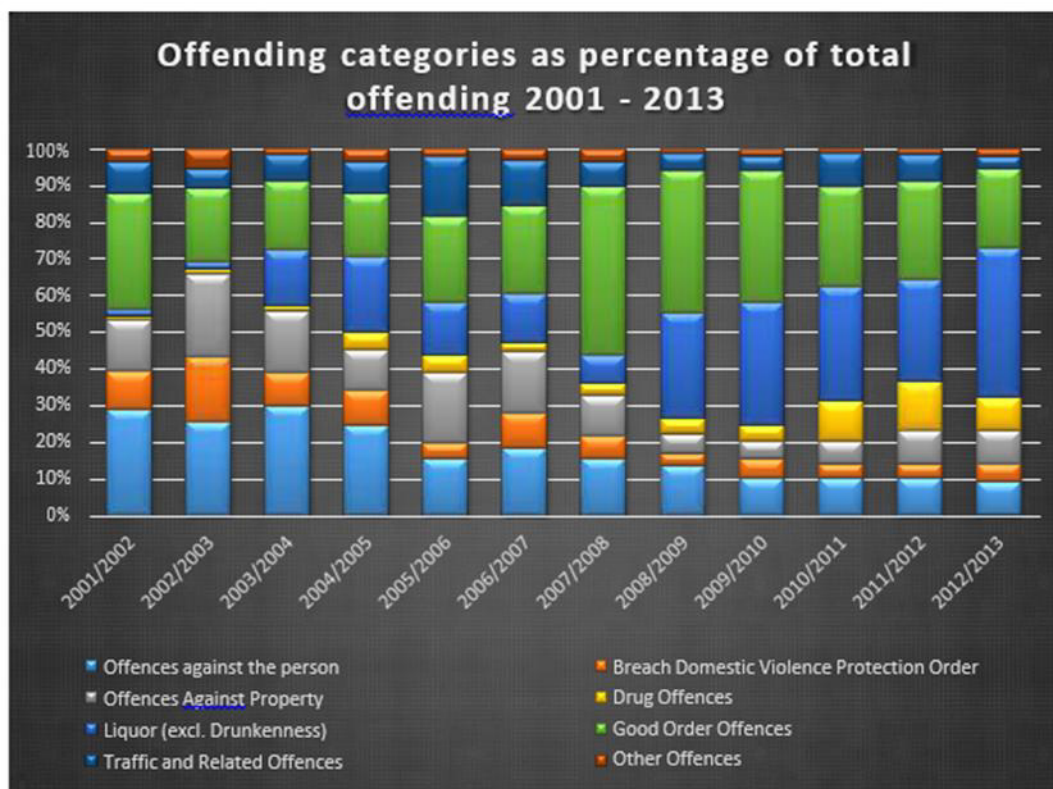
- We seek government support for development and introduction of the structures and systems that will need to be put in place for a reviewed AMP.

Introduction

An alcohol management plan has been in place for the Mornington Shire Council since 2003. In its initial stages it limited the availability of alcohol, but from 2009 onwards alcohol was completely prohibited, with the exception of one commercial venue¹ well away from the Gununa Township, where alcohol is available to visiting tourists,² and on a limited basis to the local population.

The AMP has not resulted in an alcohol free environment on Mornington, quite the contrary. The availability of illegal commercial alcohol (i.e. “sly grogging”) is reasonably under control most of the time, but there has been an enormous surge in illegal alcohol production (“home brew”) to the extent that alcohol continues to be ubiquitous on the Island. The expected dramatic decreases in the social ills associated with alcohol abuse that supported the zero limit policy have therefore not come to pass.

What can be observed as an effect of the zero alcohol limit is the criminalization of behaviour engaged in by a large part of the Mornington population and hence dramatic increases in offending levels, particularly in alcohol possession offences. From that perspective, violent offending is in fact decreasing, despite the pervasive character of alcohol availability and abuse, as may be seen in the following graph:³



¹ This is the “Birri Lodge” venue. Strictly speaking there is another similar venue on Sweers Island, but due to its isolation and it not selling to the local population this may be disregarded for the purpose of the review process.

² These “tourists” do not typically visit the Island or the community in the ordinary sense. They come with the sole purpose of fishing and are typically confined to the premises at Birri Lodge.

³ For numeric data and a graph expressing the increase in offending per population unit, see Annexe A.

Alcohol possession offending is the largest and fastest growing offence category on Mornington.

Alcohol related offending continues to be high. Generally speaking 80% - 90% of other offending especially public order offending and violent offending are committed by people under the influence of alcohol. In the case of violent offending in most cases the victim is also under the influence.

Ambulance data between 1 October 2011 and 30 April 2014 shows that of the 1940 call outs in that period 293 (15%) involved offending related incidents (typically assault). Of that number 172 incidents (59%) indicated alcohol abuse as a factor in the incident. (Note that not all such incidents actually lead to an offence being reported).

Alcohol thus continues to play a pervasive role in poor social behaviour.

Long term statistics measuring other criteria related to community wellbeing, such as hospital admissions, health indicators or children's wellbeing measures do not show statistically significant changes.⁴

It may be concluded that the prohibition is not delivering on its promises, and that the source of that problem lies with the ever growing presence of homemade alcohol.

Through the Community Justice Group, the responsible body for the AMP under the current legislation, the Mornington community has sought to engage with the QLD government to discuss the need for a review of the AMP since late 2011. Eventually a change of government and the election promise to consider AMP review provided the impetus for engagement between government and community about a possible review of the AMP for Mornington. This review process was formally announced in October 2012 and it seeks broad community engagement, with the Local Shire Council and the Community Justice Group as lead agents.

By the end of 2013, the Shire Council and the Junkuri Laka CJG consolidated the work that had been undertaken over the past two years and proposed an approach to AMP review to the Government. This approach suggests the development of a "core strategy" as a first step in the formal engagement with Government. This document contains this strategy and records the detailed plans which the community wishes to develop as the framework for a new AMP for the Mornington Shire.

In terms of process, the community wishes to obtain Government input and eventually agreement on the principles and ideas contained in this core strategy, and it seeks support in the development of the details of a revised AMP. The planning of the various development steps and practical implementation of a revised AMP is an important part of the agreement sought.

The "core strategy" consists of a set of principles that will guide and inform the AMP and its development. It also includes a practical vision of how the Mornington community sees the operation of a revised AMP, as well as a description of the work that will need to be undertaken to realise the building blocks of the new AMP.

In order to keep this "core strategy" concise, relevant supporting details and information are contained in annexes and attachments.

⁴ See the quarterly statistics produced by DATSIMA.

Paramount considerations, policy objectives and restrictions

The Mornington community and the AMP review team acknowledge and support the paramount considerations that will apply to any review of the AMP for Mornington Island.

Community safety and the protection of the most vulnerable in the community, school attendance and education are the most important parameters to take into account. Any proposal for changes to the current AMP will have to demonstrate how it will achieve improvements in those areas. We would like to add to these paramount considerations that they can only be structurally sustained if proper attention is given to other crucial factors, such as a realistic economic environment, the reduction of welfare dependency and interventions to deal with those individuals and families that have now been involved in multi-generational alcohol abuse and associated social problems.

At the most fundamental level, the objectives of AMP review are reflected in the image that was used by the Premier and the responsible Minister during the election period and when the review was announced. That image invokes the premise that a hardworking and law abiding individual in an aboriginal community, who looks after him/herself and his/her family should be able to enjoy the same indulgences as anyone else, and should not be subjected to restrictions or intrusions that do not apply elsewhere: “the cold beer after a day’s work or the family BBQ with a few drinks in the weekend”.

In saying that, it is acknowledged that legal challenges of alcohol restrictions on discriminatory grounds have indicated that on balance such interventions are not unconstitutional where the harm of alcohol related issues is disproportional to what is experienced in “mainstream” society.⁵ This observation clearly applies to Mornington Island and the basis for the current document is therefore the AMP review process as proposed by the QLD Government.

It follows that a relaxation of the restrictions under a reviewed AMP must seek to support the presented picture of the responsible alcohol user, whilst it continues and strengthens the resolve to intervene where such behavioural standards are not met and where alcohol related harm is prevalent. The essence of AMP review must therefore be the change of focus from applying restrictions to an entire community to those individuals in it that have problems dealing with alcohol. In other words, a reviewed AMP must include “carrots and sticks” to adjust behaviour, as well as means to deal with those who have serious addiction problems. This means that a revised AMP must be closely linked with, or ideally contain, the management of interventions directed at those who continue to abuse alcohol, and who cannot be easily convinced to change their behaviour.

Another aspect of the AMP review process is community responsibility. The Government has made it clear that AMP review must be designed and implemented by and for the community. This policy correctly assumes that only the community itself can have a full grasp of the issues with which it is confronted and that therefore the community must take responsibility for AMP review and eventually AMP management. The partnership between a community and the Government must be aimed at setting standards and criteria which can be objectively measured and monitored to determine whether a reviewed AMP does achieve improvements of the issues within the paramount considerations. Data acquisition and reporting are therefore essential parts of a reviewed AMP, together with the authority within the community to set standards and develop and manage interventions.

⁵ *Maloney v The Queen* [2013] HCA 28

A third aspect of the AMP review process is that there are no significant additional funds or programs available to develop and implement a reviewed AMP, but that assistance is available for its development. There will also be support to better coordinate or make available the interventions that will be needed to achieve the behavioural adjustments required. To some extent therefore, a reviewed AMP must be “self-sustainable” and it must include proposals for mechanisms to better utilise existing programs and services.

It is, however, assumed that if significant gaps in service delivery are identified, the Government will assist to obtain additional services and/or redirect existing funding streams and services to programs that fit better with the needs of the community and this AMP. The Mornington community through its representative bodies, the Shire Council and the Community Justice Group, strongly advocates for local control over the programs and interventions that are delivered by Government agencies and increasingly by NGO’s funded through State and Federal Government departments. The reality that current programs often derive from the objectives of NGO’s and external bodies rather than from observed community needs is a factor that will continue to hamper development of true community engagement and control. This trend must be urgently reversed, and this is part of the assistance we seek.

Supporting information and statistics

In addition to input from the community and organizations operating in it, there is a large body of more or less formal information available that provides various perspectives on the Mornington community. The following information sources can be mentioned here:

- Background information documents provided by the Queensland government to assist in the AMP review process
- Quarterly Bulletins on key indicators published by DATSIMA in their general and community specific versions
- Offending data prepared by the statistics section of the Queensland Police Service, and made regularly available to Junkuri Laka
- The Queensland Police Service Online Interactive offending reporting system
- Court data provided by the Statistics section of the Department of Justice and Attorney General
- Service delivery statistics from Junkuri Laka’s internal databases, covering Community Justice Group, Community Legal Centre and Mediation and Peacekeeping activities
- Statistics provided by other agencies operating on Mornington, most importantly the Mornington State School and the Department of Corrective Services
- Hospital admission records, including data about the effect of alcohol abuse on service delivery
- Ambulance call out data provided by the Queensland Ambulance Service

Through these various resources, the AMP review team has a good understanding of the various issues that are pertinent to the AMP review process. A summary of key data has been presented to, and discussed with, the Mornington community through meetings and newsletters. Some of this information can be found in the attachments.

It must be noted at this point that gaps in information were identified, particularly up to date information from health and social services, job agencies and welfare providers. Part of the development of the revised AMP will be to make this data available in a format that is relevant to the operation of the proposed AMP.

We observe that the Mornington community is receptive to objective data and is capable to respond to it appropriately. There is no lack of capability to understand the issues and to accept necessary actions. There

has been, however, a dearth of attempts to properly engage and liaise with the community in lieu of the delivery of “programs and strategies” that are inherently out of sync with the realities of Mornington Island. There is an abundance of evidence that such programmatic and top-down approaches do not result in any measurable or credible effect.

How this Core Strategy was developed

Consultation with the community started in late 2011 through the interactions between the Community Justice Group (“CJG”) and the community. It must be noted that the CJG is an activity of Junkuri Laka, an incorporated association that was initially established for the purpose of the CJG work, but which later grew to include a range of other community services. At this time Junkuri Laka has some 600 (adult) members in the community, which represents over 80% of the adult population resident on the Island. It may be seen that Junkuri Laka is a truly representative body for Mornington Island, which is further supported by the fact that the various committees within Junkuri Laka are comprised of community elders and leaders. Virtually all community elders on Mornington have one or more roles within the Junkuri Laka organization, ranging from CJG membership, to mediator/peacemaker, to Junkuri Laka board and sub-committee membership, and as JP’s and JP Magistrates in the criminal justice system. All Mornington Shire Counsellors also have roles within this framework in addition to their elected local body positions.

In May/June 2012 a series of community meetings were held and a start was made with recording and developing practical suggestions. In the period following those larger meetings numerous informal meetings took place with smaller groups, often family based and taking place in the homes of community members. Through its engagement in the criminal justice system, and through its roles in providing (legal and other) services to the community, Junkuri Laka is constantly communicating with the Mornington community and its members.

A more formal engagement with other service providers started in 2013, culminating in the selection of principal agencies who are more closely involved in documenting the core strategy. These principal agencies are the Shire Council, Junkuri Laka, Queensland Police Services, The Mornington State School and Queensland Health. Initially the “Wellbeing Centre” (an activity of “Medicare Local”), was also involved more closely, but that organization’s input in this document has thus far been limited. Meetings with all other service providers on the Island were held and their input was sought formally and informally.

These consultation processes resulted in a number of communications to the entire community through the regular Junkuri Laka newsletter, which is also accessible on line via the Junkuri Laka website (www.junkurilaka.org). These newsletters are attached.

The formal response from other service providers has thus far been limited, but there has been overwhelming input from the community itself, albeit that this (by its nature) is quite unstructured. This core strategy is intended to be a document/information source that will be used to further engage with the community and to do this in a way that provides some objective measures for outcomes to be achieved through a revised AMP. As with all communications with the community, there is an ongoing need to “translate” information for it to be accessible and usable to the average community member.

When consulting with the community and stakeholders about the AMP review an expected difficulty arose. Whilst there is consensus that the current zero limit is not achieving its objectives, and that there should be some availability of proper commercial alcohol and stricter control of homebrew, there are simply too many variables to immediately start to discuss concrete ideas how alcohol management can be implemented following a zero-limit AMP. Those variables include:

- the way by which alcohol might be available
- quantities and types of alcohol available at different stages of the introduction of the new AMP
- what interventions will be needed to be able to deal with individuals and families that have severe alcohol problems

- how to measure the effect of any changes
- how to enforce new rules
- the consequences of breaches of new rules
- how to implement a new AMP management system
- the position of the remaining licensed premises
- the costs of implementing a new system
- the coordination between organizations that will have a role in delivering interventions etc.

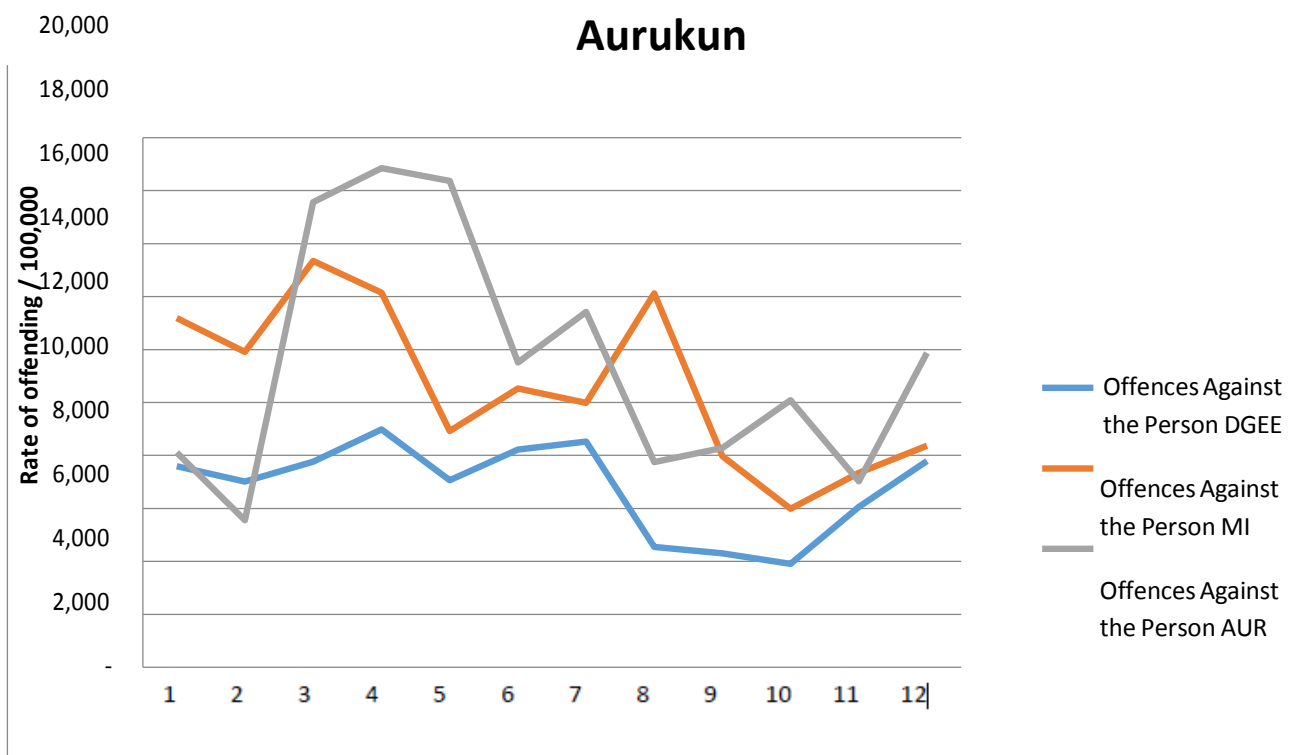
It was therefore decided that the review process ought to start with the development of a set of guiding principles, as this makes it easier to achieve high level consensus. Principles are also easier to communicate at this stage. Any practical implementation suggestions and rules around a new AMP can be tested against such principles, which would then indicate a robust level of consensus with such operational details.

This approach, together with supporting data was communicated with the community through the newsletters already mentioned, which in turn resulted in feedback from community members.

A PowerPoint presentation was prepared and this was used to communicate the approach in group sessions. The content of this presentation was aligned with the content of the newsletters.

One of the features of this presentation was a comparison of violent offending levels with similar communities that currently have limited alcohol available (Doomadgee and Aurukun). As the following graphs shows, it would appear that the presence of a zero limit per se does not have a significant effect on for instance violent offending.

Violent offending rates Doomadgee-Mornington-Aurukun



The guiding principles

A set of guiding principles was developed from the input obtained from the community. These principles have been published to the community and have been discussed in detail. Despite their somewhat abstract nature, they are generally well understood and supported by individual community members and the family groups of which they form part. The emphasis of the principles is on personal responsibility and (community) self-determination. They reflect the Government's paramount considerations.

Critical in the guiding principles and their implementation will be the problem of dealing with liberalization of commercial alcohol whilst at the same time reducing the availability of illegal alcohol, including the major problem of homemade alcohol. This difficulty and the problem of dealing with a large number of severely addicted individuals will be a significant challenge in developing practical measures that comply with the guiding principles.

The guiding principles can be summarised as follows:

- **The use or abuse of alcohol is first and foremost an individual decision**
- **Every adult person should be responsible for their own decisions and carry the consequences of their decisions**
- **Intervention in someone's individual decisions is only warranted when their alcohol abuse interferes with the rights of others (for instance their property, health or wellbeing), particularly the rights of others who are in a dependent relationship with the alcohol user**
- **Unwanted behaviour and lack of responsibility must be addressed, not simply the possession of alcohol**
- **The Community must itself set the boundaries for behaviour and it must have the tools to enforce the standards that it sets**
- **People that are addicted to alcohol should be treated in a health setting not in the criminal justice system**
- **We should always look at individuals and their families at the same time**
- **The community must oversee and coordinate alcohol and the programs that deal with problematic individuals and families**

Practical implementation of a reviewed AMP

A number of practical ideas were used to explain the operation of a possible AMP that could comply with the principles. These practical ideas were not randomly chosen, but represented a cross section of opinions that were obtained through the consultation process. The following outline structure can be presented.

Alcohol access as an individual right connected with individual responsibilities: a licence system to govern the right to purchase and consume alcohol

The current consensus is that relaxing alcohol restrictions should start with individualised access to alcohol, by making alcohol available to individuals⁶ who can demonstrate to responsibly deal with alcohol possession and consumption, as well as maintaining a personal environment that reflects these responsibilities.

This would mean that a personal "licence" system would have to be developed in analogy with a driver's licence or a gun licence. This personal licence would entitle the holder to purchase and consume alcohol in the privacy of their home or at their "outstation".

The type and quantity of liquor that an individual would be able to purchase can be made variable depending on the licence the person holds. In this way a system is created with built-in incentives, whilst setting a path to liberalisation at individual and community level.

The licence itself would be in the format of a chip-card with extensive ID and data retention capacities. The system would also be implemented through an information system to which relevant agencies and the retail environment have access. The system would thereby be fully integrated also with the administrative needs of the enforcement regime.

The retail environment would at the start consist of a separate outlet window at the retail store, where appropriate storage and retail facilities are available or can be constructed with minimal effort. At the start of alcohol sales the range of beverages would be very limited and restricted to low-medium alcohol varieties (e.g. low and mid strength beer and mixed drinks). Only licence holders will be allowed to purchase alcohol. The licence card could include a compulsory debit card system, which would simplify the recording of purchases.

Alcohol would only be allowed to be consumed in the private homes of licence holders or on their registered outstations. Public areas and the remainder of the Island would continue to fall under the total alcohol ban. Licence holders would impliedly be allowed to transport closed containers to their residences and outstations, so long as quantities remain within the limits of their individual licence.

The exact criteria by which a person would be allowed to obtain the personal licence need to be worked out in detail, but would at least include:

- Having work or equivalent economic responsibilities, or being in the process of obtaining work and complying with the standards set in that regard (e.g. attending the RJCP program)
- If the person is a parent or caregiver: a minimum level of school attendance of the children in his or her care
- If the person is a main tenant: a minimum level of compliance with the tenancy agreement in respect of payment of rent and maintenance of the property and yard
- That the person is not subject to conditions (e.g. bail-, court- or parole orders) that restrict alcohol use
- That the person is not currently being charged with relevant offences, including domestic violence
- These criteria need to be constructed in a way that allows reasonably objective determination by agencies that are directly responsible for the relevant service, and these agencies would be required to enter the necessary information into the licence system database. For example:
- The school would regularly upload attendance data into the system for the children of all parents/caregivers who have applied for or who are the holder of a licence
- The housing agency would regularly upload information in respect of tenancy compliance for licence holders / applicants
- The Jobfind agency would upload relevant information for applicants/licence holders
- Police or the CJG would upload information about any relevant charges for applicants/licence holders

⁶ Opening a social venue where alcohol can be consumed is considered to be something that could be developed later. The reason is that such a venue is already present (Birri Lodge), albeit rather restricted in access.

The process of obtaining the personal licence would include:

- A written application which would also grant authority to the relevant agencies to release information as required by the system
- A personal health check
- Attendance at a course about alcohol and its effects including the correlations between alcohol and (domestic) offending
- Attendance at an interview where personal issues, history and past offending is discussed and put in context of alcohol abuse. During this interview the compliance with each of the criteria will also be discussed and suggestions may be made to address any compliance problems through appropriate programs

Once a licence has been granted, it will be continuously subject to updates in respect of all the criteria under which it was granted. This may lead to suspension of the licence or a variation in its conditions. People will be able to check the status of their licence through a website and/or mobile application to which they will have password protected access.

A separate local entity under auspices of the Justice Group will be responsible for the management of the system and this will include a “tribunal” to determine contentious issues about licences, with an appeal provision to the local JP Magistrates court (and possibly further right of appeal to Queensland Civil and Administrative Tribunal, QCAT).

In principle, there will be a “clean slate” provision at the start of introducing the scheme, i.e. compliance will be measured at the time of the first application, regardless of known histories of individuals. Whilst this may appear counter-intuitive, community consultation established that this is seen as a very important aspect of the introduction of a reviewed AMP. In other words, everyone gets the chance to “clean up their act” in the period leading up to the introduction of a new AMP.

The AMP review committee is well aware of the apparent paradox between some of the guiding principles and the somewhat intrusive qualities of the licensing regime. The ultimate objective is of course to eventually remove all such intrusive privacy aspects with the full liberalization of alcohol, but this is obviously a very long term objective at this point.

The legal framework

The system will be implemented through local bylaws which will also define the enforcement regime and any penalties for breaches of the licence.

The use of local bylaws for the implementation of the system will make it possible to amend and develop the system at the local level, through an authority (the Mornington Shire Council) that is separated from the executive part of the system, which falls under auspices of the Community Justice Group.

The Police will have certain prosecuting powers under the regime as well, with such matters being referred to the local JP Magistrates court, which is an existing and well-operating entity within the Queensland Court structure.

Implementing the system will require some minor amendment to the ATSCJLOM⁷ and Liquor⁸ Acts, including referrals to the local bylaw system for AMP management.

It is envisaged that the local bylaws will also be upgraded to include minor public order offences which typically appear in correlation with alcohol abuse.

It is further suggested that the local bylaws (if possible) may include provisions that strengthen the homebrew provisions in the ATSCJLOM legislation or in respect of drunken behaviour generally.

Examples would be restrictions on the retail of certain “precursor” ingredients such as sugar, or the increased enforcement of public order offending under new local bylaws.

A point regularly mentioned by community members is the enforcement of relevant property rights, especially around trespass and the removal of people from private property. This may be seen as an often encountered concern about people seeking to intrude into the private environment of others. This will also be addressed in the local bylaws, which could create regulations in this respect.

The substantive content of the rules

Besides the obvious rules relating to the criteria to obtain a licence and the rights that are granted under each licence, there will be rules that attach to the responsibility of holding a licence. These will include:

- Provisions that licence holders are not allowed to provide alcohol to non-licence holders (in analogy to gun licences)
- Limits on the accumulation of alcohol at private premises
- Limits to the places where a licensee can use alcohol

There will also be a need for rules that emphasise the rights of holders against others. These are rules that may not be obvious outside the cultural context of Mornington Island. This will likely include the right to refuse entry to one’s house, yard and outstation. (This is to counteract the pervasive “sharing” nature of the local culture, something many complain about regularly and which interferes with the exercise of personal responsibility). The objective of this type of rules is that persons who demonstrate their responsibility must be supported in maintaining it in the face of family and peer pressure.

Dealing with breaches of the AMP system

Breaches are brought to the attention of the local licensing and management body through updates in the database system or through notifications by police or otherwise. The body will exercise discretion in dealing with breaches at first instance and notify the licence holder accordingly. There will be a first right of appeal to the body itself, which will apply principles of natural justice in determining such applications. Further appeal to the JP Magistrates court and possibly the QCAT will be available, which can reverse or amend any decision that has been made. During any appeal process the initial discretionary decision will remain in force. The decisions and determinations of the bodies involved will be open and transparent and will in time lead to the development of a body of “local common law” around the licensing regime.

Dealing with individuals / families with serious alcohol issues

Obviously there will be a significant number of individuals who will not be able to satisfy the requirements of the licensing regime, despite the “clean slate provisions”. It may also be expected that there will be significant numbers of breaches to be dealt with which can be traced back to serious alcohol issues with the individuals involved or their immediate families.

As outlined in the guiding principles, these issues ought to be dealt with as health and social problems rather than matters for the criminal justice system.

⁷ Aboriginal and Torres Strait Islander (Communities and Justice, Land and Other Matters) Act 1984 (QLD)

⁸ Liquor Act 1992 (QLD)

There is currently a significant lack of interventions to deal with these issues, for example:

- Despite promises at the time of the initial restrictions (2003) Mornington does not have a local and culturally appropriate facility for rehabilitation of serious alcoholics. Services are available and are used in Mount Isa, Yarrabah, Mareeba and other remote locations, but the experience is that all participants in such programs quickly revert to their alcohol abuse once they return to Mornington. There is infrastructure available for a local program (on Bentinck Island), but funding applications for such an initiative have thus far been unsuccessful. A local program will make access to rehab much easier and will improve chances of success.
- There is a large need for local “drop in centres”, where intoxicated people can be separated from the community for short periods of time in order to prevent them becoming victims or perpetrators of alcohol related offending. Such people are now left to their own devices or end up in services that are not intended for this, such as the Women’s shelter, the Police watch house or the local hospital. In those facilities they frustrate and restrict service delivery to those in real need of those facilities. Relatively simple facilities can be provided to deal with those individuals. Funding applications for such facilities have thus far been unsuccessful. The prime objective must be to make the community safer by removing sources of problems as soon as they arise without waiting until criminal or health thresholds are reached.
- The current social service providers operating on the Island typically apply a “clinical model” to provide their services. This implies that individuals are required to attend scheduled sessions for intervention. This model does not align with cultural practices and the family structures in which alcohol related problems arise. These interventions are therefore largely unsuccessful, despite the huge resources that are allocated to them. It will be necessary to either re-design these services or to make their funding resources available to (local) providers who are better capable to deliver their services within the relevant cultural and social framework of Mornington Island.
- The coordination and collaboration between current service providers is very poor. There is often a duplication of services between various providers, whereby each focuses on their own organizational policies and strategies, including retention of budgets and programs. Client confidentiality and notions of specialisation and/or professionalism are the typical instruments whereby service providers restrict insight in the quantity and quality of the outcomes of their operations. This will need to change and strongly improved collaboration need to be instigated, based on open access to relevant information. Providers who cannot meet these demands ought to be replaced by others.
- It is often unclear what services are actually provided by the multitude of agencies that operate (sometimes marginally) on Mornington Island. As a result it is often difficult to refer matters, which is further hampered by a lack of feedback. This problem is aggravated by the fact that many services are provided through “fly in fly out” service models, which simply fail to connect with community members.

It must also be emphasised that proper treatment for alcohol addiction is a long term process that needs to deal with individual and community needs. Only well integrated and managed services will be able to make an inroad in the often multi-generational welfare and alcohol dependencies that are prevalent on Mornington Island.

Coordination and management of service provision

In order to be able to deal with serious alcohol dependency and with problematic family and social conditions, there is a strong need to coordinate and manage social service and health interventions in tandem with alcohol management.

In its simplest manifestation, there will be a need to be able to refer people who cannot comply with certain criteria of the licencing system to interventions and programs that assist them to achieve compliance (and thus improve their own and the community circumstances), for instance:

- A basic example would be a program for budget management so that people can comply with rental payments under their tenancy agreement (and at the same time deal with the notorious gambling problems).
- Another example would be a program to teach basic house maintenance skills, so that people can be assisted with property maintenance criteria (and at the same time improve the overall appearance of the community).
- Parenting and relationship courses are a slightly more complicated example, but one with significant benefits for the community as a whole (and at the same time address the ongoing problems of large numbers of youth walking the streets at night).

At a recent meeting with senior QPS officials the prospect of something akin to the Cape York initiative, and its family responsibilities commissions, was raised, which found support from community elders and local Shire councillors. This type of intervention would fit within a wider framework of coordination of service provision.

There is a clear need to bring the management of available services closer to the community. This does not require additional services, but better coordination and management. Effectively it should be for the community to determine the priorities and programs of the various service providers rather than those decisions being made at their NGO, Federal or State headquarters.

Steps required to develop this core strategy into a reviewed AMP

The following developmental projects can be identified:

Community consultation upon acceptance in principle of this core strategy by the QLD Government

If the Government accepts the principles and approach of this core strategy, that fact needs to be communicated with the community and it needs to be informed about the further planning of the review project.

This consultation will take the format of information sessions, community meetings and newsletters. Feedback can be gathered from these meetings. Whilst survey approaches through questionnaires and interviews tend to have a very poor response on Mornington, a recent example of a community wide survey into the Junkuri Laka mediation activities showed that the community is well capable of, and motivated to, engage with such methods when the topic under consideration is sufficiently close to community interests. It is suggested that AMP review is such a topic, a suggestion that was confirmed by the interest in the AMP consultation process so far.

Establish the body of rules and bylaws that constitute the regulatory environment of the reviewed AMP

This involves lawmaking activity by the Mornington Shire Council. The necessary body of bylaws and suggestions for amendments of existing bylaws can be produced by specialised agencies or consultants. It is noted that use can be made of existing sets of bylaws that apply to other communities. It is suggested that this exercise can also be used to clean up the existing bylaws for Mornington Shire, which are rather outdated and infrequently used. Given the public availability of comprehensive sets of community bylaws, this project ought not to be overly complicated.

Part of this work is to establish the regulatory (licensing) body and its attached tribunal.

Amend relevant State legislation

There will be a need for some legislative work, particularly in respect of the ATSIJLOM and Liquor

Acts. The scope of this work needs to be assessed, but it would essentially involve a delegation of some powers and referrals to the local body of bylaws.

Create the information systems to run the AMP scheme and the case management system for alcohol, health and social interventions

This includes the licensing system and the case management system to which service providers would have access. Part of the IT system is the actual system of licence cards and the program interface to the retail environment.

Implement agreements with service providers for coordination and collaboration

Current and new service providers will need to adjust their services and procedures to fit within the case management system and to provide the information required under the licensing system. This can be achieved through a framework of memoranda of understanding between service providers and the licensing body.

Create the retail environment and agreements about liquor profits

This activity would be undertaken through the local entity that is responsible for all retail activity on the Island (the Gununamanda Corporation). There will be an agreement with this retail entity around price controls and including a system of profit distribution. The retail profit will be limited in this agreement to a reasonable level covering costs and a mark-up margin. Additional profits will be transferred to a community Trust fund which will fund the scheme. It is envisaged that eventually a situation will arise where this community Trust will have surplus funds available to fund social services, as is the case in other communities.

Establish additional programs and interventions

There will need to be discussion with Government and relevant agencies about how to address the gaps in services that have been identified and that will be identified in the next stages of this project.

Establish a time line for implementation and produce a work plan to manage the above projects

A master plan needs to be developed that integrates these various projects and which contains overall planning and budgets.

Important considerations outside of the AMP review itself

Alcohol management is but one aspect of dealing with the issues at play on Mornington Island. The AMP review itself seeks to address an important component of the dysfunctional character of the social environment on Mornington, but it is suggested that the true underlying issues are much more complicated and harder to cure. These matters cannot be resolved through an AMP review, but will need to be dealt with before a long term positive development for the Mornington Community will be possible.

A number of interconnected areas can be identified in that respect:

- Real economic development (as opposed to “make work” schemes)
- Improved engagement with education in qualitative and quantitative terms
- Reducing of intergenerational welfare dependency
- Restoring community values and norms
- A renaissance of cultural heritage and values
- Collaboration and coordination between services
- Housing shortages
- Community infrastructure

- Opportunities for private property development
- Resolving the debilitating effect of “native title” instruments
- Restoring family values
- Youth issues including teenage pregnancies and the resulting cycle of dependency
- Improving social structures in the community; from family structures to leisure activities
- Reducing the importance of the criminal justice system

These matters are beyond the scope of the AMP review in itself, but any AMP will not be able to achieve its objects if these fundamental issues are not also addressed to some degree.

What is the next step, what do we expect from Government?

We would like to receive feedback on this core strategy and a response about the Government’s opinion of the viability of our approach. We would want to achieve agreement on the practical projects that need to be set in place and about a time planning for them.

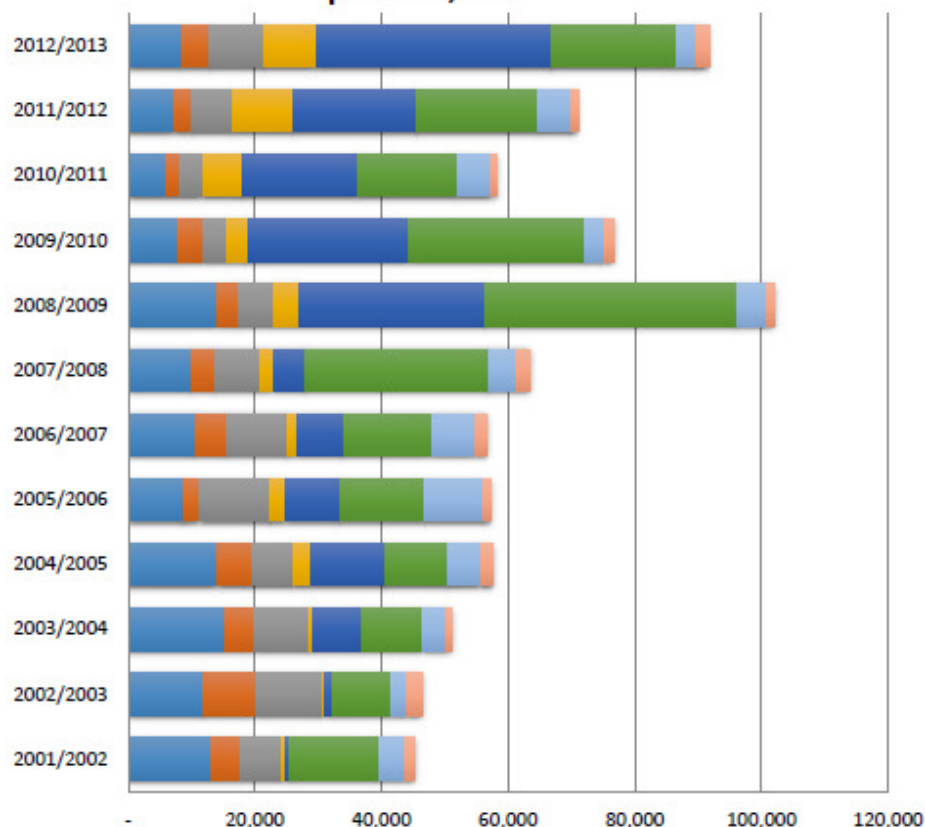
Thus far it has been communicated to the community that the review process would take at least a year, i.e. that no concrete changes were to be expected before the end of 2014. It would be appreciated if we could engage with the Government about this core strategy in the near future, and attempt to come to practical next steps within a few months.

The following steps can be suggested:

1. Engagement with QLD Government, agreement on core strategy
2. Develop a detailed project plan for required implementation steps
3. Develop implementation measures and infrastructure
4. Start gradual introduction of reviewed AMP, process first licence applications
5. Evaluate system and amend rules and infrastructure as required
6. Implementation of reviewed AMP complete, start annual review process

Annexe A some offending statistics

Reported offences by offence category expressed as rates per 100,000



	2001/2002	2002/2003	2003/2004	2004/2005	2005/2006	2006/2007	2007/2008	2008/2009	2009/2010	2010/2011	2011/2012	2012/2013
Offences against the person	13,196	11,907	15,349	14,143	8,929	10,526	9,982	14,117	7,967	5,982	7,339	8,367
Breach Domestic Violence Protection Order	4,594	8,186	4,596	5,440	2,411	5,177	3,853	3,297	3,983	2,183	2,661	4,586
Offences Against Property	6,452	10,605	8,548	6,528	10,982	9,491	7,093	5,495	3,651	3,638	6,452	8,528
Drug Offences	489	465	643	2,720	2,679	1,381	1,926	3,973	3,237	6,306	9,597	8,206
Liquor (excl. Drunkenness)	782	1,023	7,813	11,695	8,393	7,593	4,991	29,417	25,560	18,270	19,516	37,088
Good Order Offences	14,272	9,302	9,651	9,973	13,482	13,719	28,984	39,814	27,635	15,764	19,194	19,791
Traffic and Related Offences	4,008	2,512	3,493	5,077	9,196	6,989	4,378	4,649	3,071	5,255	5,242	3,138
Other Offences	1,564	2,512	919	1,995	1,339	1,726	2,277	1,268	1,494	728	1,048	2,092



Newsletter December 2013

ALCOHOL MANAGEMENT PLAN REVIEW

As most will know, last year the new State Government announced that it would review the alcohol management plans (AMP) for remote communities.



Good question for Mornington this?

During the election campaign, Mr Campbell-Newman asked the question why an aboriginal man should not be allowed to have a cold beer after a day's hard work in the comfort of his own home, just because he happens to live in a remote community.

At the same time, a strong commitment was made to protect the most vulnerable in society and to strengthen their rights to a good future. Loosening the alcohol restrictions would also always be connected to improving community safety and wellbeing. The Government's position is therefore:

Relaxing alcohol restrictions can be discussed, but it should never be to the detriment of children and community safety.

In October 2012 the responsible Minister, Mr Elmes introduced a review process for the AMP's in remote communities. Without wanting to go into too much detail, the central point in the proposed review process is that communities should be responsible for the review of AMP's and there should be broad community support for any proposal to change the existing AMP's.

It is perhaps not surprising that the Government does not actually place the responsibility for AMP's or AMP reviews completely with the communities, but it holds a very firm grip on both the review process and the outcome. This is done by having communities make a "proposal" which will then be evaluated by Government. If agreement is reached on any changes, these will be implemented through a "transition plan", which leaves the Government in control of the reins.

Minister Elmes

When it introduced the AMP review, the Government

suggested that local councils should have a lead role in the process of review. More

recently the Government has suggested that the review process should be managed by Councils and Justice Groups together. The Government always made it very clear that any review would have to be also supported by the community and any other organisations in the community, especially those dealing with health, children and community safety.



Most of you will remember that Junkuri Laka organised a number of meetings back in early June 2012 to talk with the community about alcohol management. This had started before the new State Government announced its review process. At the time we had a number of meetings, one with Elders, one with a group of influential community members, one with youngsters and there was one community meeting organised where only a few people attended. In the time since those meetings we have spoken with hundreds of community members about alcohol management and the problems with alcohol.

A few weeks ago the Justice Group met with the Council to get the official AMP review for Mornington underway. This has resulted in a letter to the State Government in which Council and Justice Group have said to the Government that the current total prohibition for Mornington is not working as it was intended. The idea of the zero limit was that by removing alcohol altogether the problems with violence and child neglect would go away as well. What we have seen is that commercial alcohol has been replaced by homebrew which causes all sorts of additional problems. We have said to the Government that we need to have a different AMP in place and that we have decided on a way to develop such a new plan.

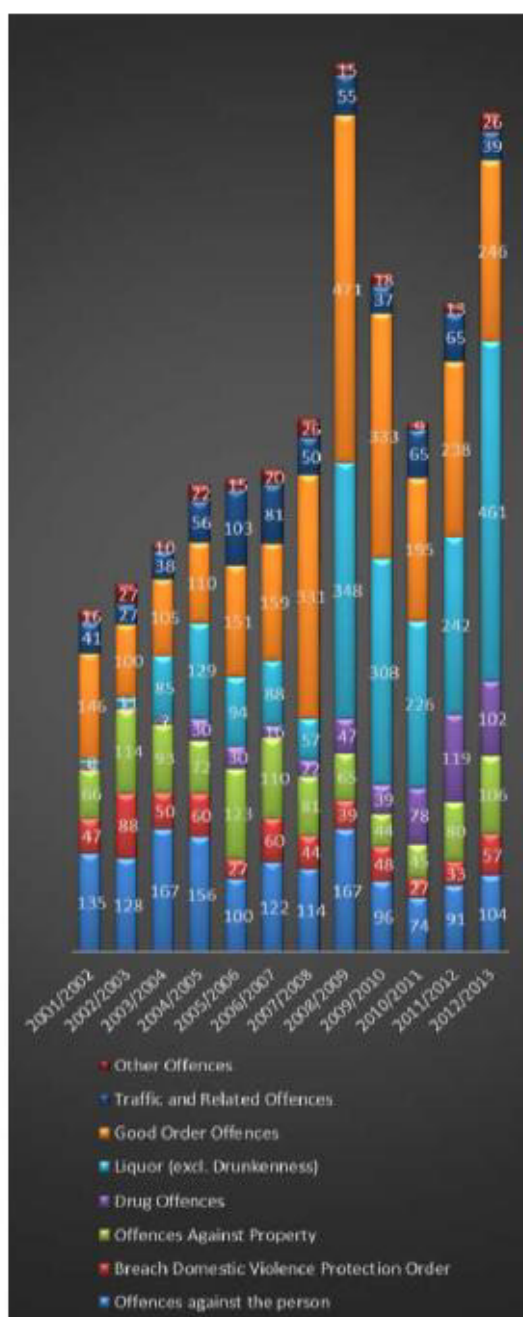
Before discussing how we will go about making a new AMP, let's first look at a few statistics.

Offending and crime

Reducing alcohol was always about reducing offending, especially violent offending. Because offending and alcohol abuse often go hand in hand, the idea was that alcohol causes the offending. The theory goes that if you take away the alcohol, you automatically stop the offending.

In the following picture each bar represents the numbers of reported offences in a year. The coloured parts of each bar are the various categories of offences, as explained in the little table below the chart.

The numbers are the numbers of reported offences in each category.

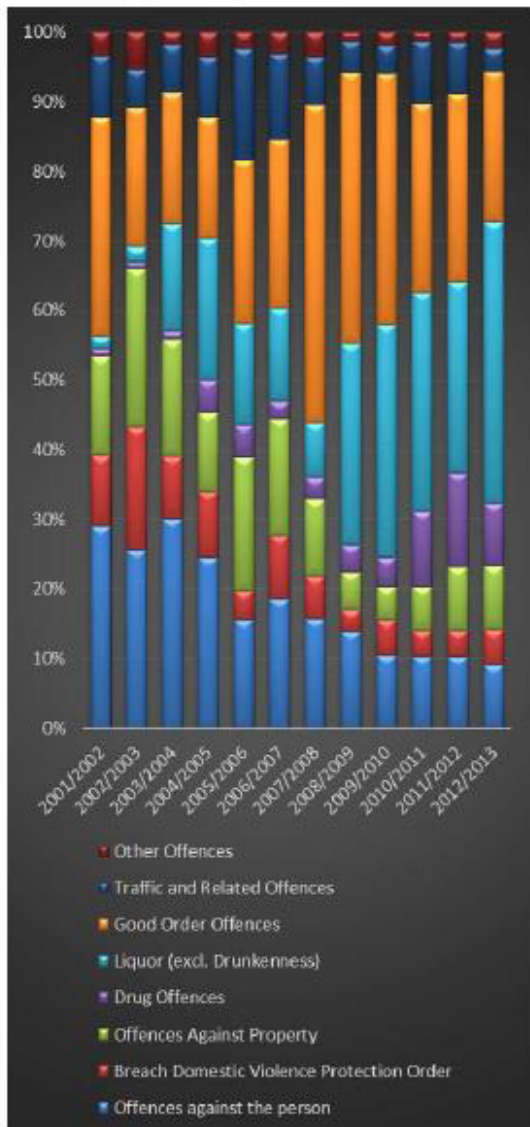


Reported offences Mornington Island

It can be seen that offending has continued to grow, despite the introduction of the AMP in 2003 and the total prohibition in 2008/2009. In fact, offending peaked when the zero limit was introduced. It is also clear that liquor possession is now by far the largest category of

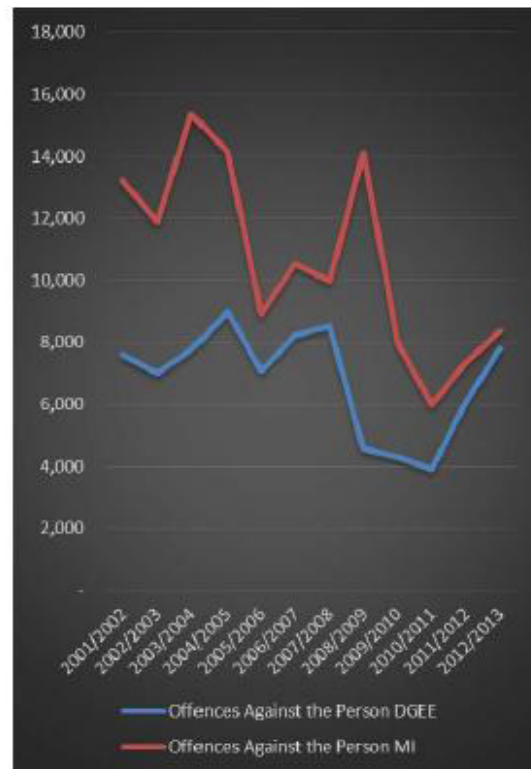
offending. Public order and drug offences are also a growth category.

However, the numbers of violent offences (offences against the person) are on a downward trend, especially when one compares the categories of offences with total offending as in the picture below.



Offending categories compared, Mornington.

Comparing violent offending with another community (Doomadgee) provides the following picture.



Violent offending Mornington v Doomadgee, adjusted for population size.

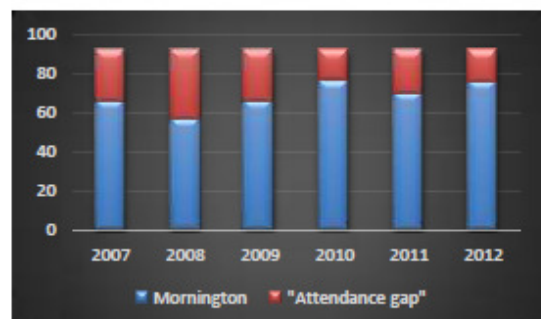
As can be seen, violent offences have always been more numerous on Mornington, but the number has been going down for a number of years and has not increased as much as in Doomadgee in the last two years. The result is that violent offending in Mornington and Doomadgee are now the same, albeit that Mornington has a total prohibition and Doomadgee a carriage limit (30 cans of light beer).

Alcohol and the wellbeing of children

Another major objective of the AMP was to deal with child neglect and the wellbeing of children in general. The numbers that are often used in this discussion are school attendance rates and the involvement of Child Safety.

School attendance in Queensland is at about 91%, whilst for Mornington that number was 74% over the last year. The following graph shows how school attendance has changed since 2007 and how that compares with the Queensland average. The difference between Mornington and the average for all State

Schools is called the "attendance gap". The smaller this gap, the better.



School attendance and the "gap" with QLD schools.

As this shows there is a trend in the right direction, with 2010 so far the best year. (Note how this was also the year with the lowest number of violent offences, is that a coincidence or not?).

School attendance is not everything of course, one also needs to look at how children perform at school. This can be measured by looking at the number of year 2 students requiring additional support. In 2011 on average in Queensland, about 15-20% of year 2 students require help with reading, writing and numeracy. On Mornington that was 100%, or five times as much.

Involvement of Child Safety is measured by the number of children who are subject to a "substantiated notification of harm", which means that they are subjected to circumstances that are considered very poor for their wellbeing. The average number in Queensland is that 6.5 children in every 1000 are subject to such a notification. On Mornington that number is more than six times as high, at 34.4 children/1000. '

In Queensland on average 2.7 children in every thousand are admitted to a "child protection order", which is the next step in seriousness and where the court has been involved in the matter. On Mornington this number is almost ten times as high, at 26.3 children per thousand, which translates to 13 children in 2012. These two numbers mean that there continues to be a very serious issue on Mornington with the wellbeing of children. It is well documented that parents who abuse alcohol tend to be very poor parents and this is why these two statistics are important when talking about alcohol management.

Another way of looking at the wellbeing of children is through the birth weight of babies. The Queensland

average over 2003-2012 is that 4.6% of babies (about 5 in every hundred) have a low birth weight (under 2500 grams). For Mornington that was twice as high at 10.3 % (more than ten in every hundred). (This were 30 babies). Also, the number of babies that have very young mothers is much higher on Mornington than in Queensland. The QLD average is that only 1.3% (one in a hundred) of mothers are themselves teenagers when giving birth (younger than 18). On Mornington that is 11.2% or almost ten times as high (eleven per hundred). Poor health of babies often goes together with mothers being too young, and this is therefore a very serious issue, especially combined with the low birth weights and young mothers consuming alcohol or worse.

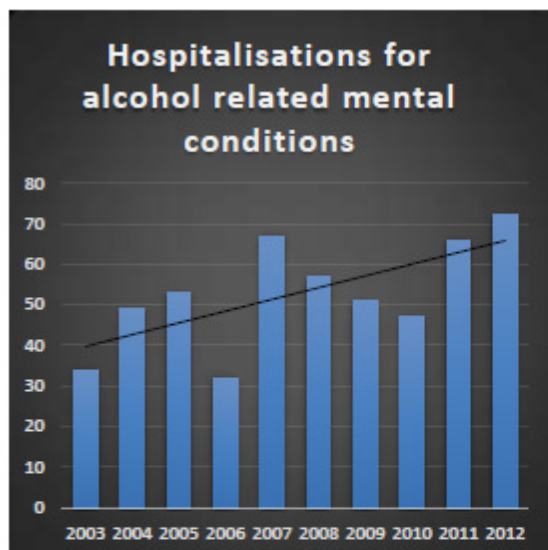
There are no official statistics relating to what is called "Foetal Alcohol Syndrome". This is a condition where a baby's health is affected because the mother abuses alcohol when pregnant. It leads to children with learning and behaviour difficulties, sometimes brain damage or a raft of other illnesses. This will over time become just as serious an issue as we have now with diabetes.

Alcohol related health issues

Sometimes people drink so much that it affects their health directly. There are no numbers available that show how alcohol abuse is affecting peoples' health on Mornington, but we all know of the problems with diabetes and overall poor health of people that literally "drink themselves to death". This year we have again buried people who would still be with us without alcohol abuse and excessive drinking. Alcohol is a killer if it is not kept in check.

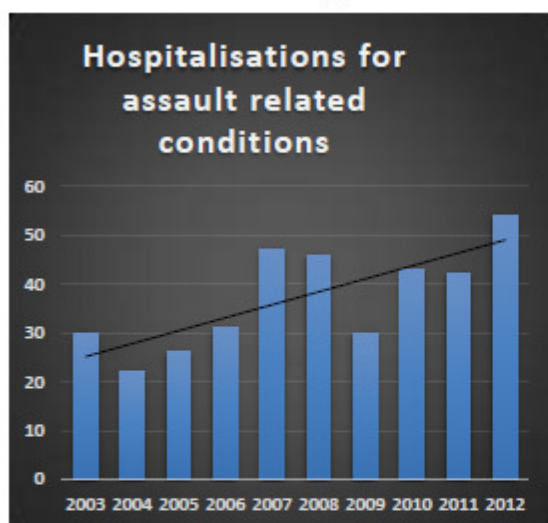
Alcohol also affects mental health and there are statistics for that. This graph shows the hospital admissions for people whose behaviour and mental health was affected by alcohol to such a serious level that they had to be taken to hospital for it.

The graph shows the numbers from 2002 to 2012. There is an ongoing increase in these numbers, so one could conclude that people on Mornington continue to "drink themselves into stupidity".



Mental and behavioural conditions leading to hospitalisation, "drinking yourself silly" in numbers.

Another health and crime related number is how many people each year have to be treated in hospital following an assault. From the Police statistics we know that almost all assaults on Mornington (90%) occur where the offender (and most often also the victim) are drunk. The number of hospitalisations following violence is shown in the following picture.



Ending up in hospital from drunken violence.

Because there is too much violence there are also too many victims. On Mornington (in 2012) 70 people in every thousand (7%) were a victim of violence. The Queensland average is only 6 people in every thousand,

so one could say that the chance of being a victim of violence is ten times as high here on Mornington. There is no big difference between males and females when it comes to being a victim. In 2012, 46% of victims were males, so that is about half.

How will these statistics be used?

All of the above issues have been used to support the introduction of the Alcohol Management Plan back in 2003. As you can see, it would be very difficult to say that the AMP has worked for Mornington. There are a few positive trends, but it would be hard to say that this is thanks to the AMP. However, the Government will be looking at all of these numbers when it talks about reviewing the AMP. In other words, they will say to the community: "show us how your proposal for a new AMP will improve all of these issues".

If one was cynical, you could say that the AMP hasn't worked at all, and that the Government is simply putting the ball back in the community's court. However, over the last couple of years Junkuri Laka has been saying that is exactly where the responsibility should be, as long as the community gets the proper tools to deal with the real issues.

When we present a proposal for a new AMP to the Government we will have to show that our plan will make a difference in these areas, especially offending, school attendance, child neglect and wellbeing, and violence.

How will we review the AMP

As said, we have had a number of meetings last year and there have been hundreds of discussions with individuals and small groups over the past two years. There is therefore a huge amount of information about what people in the community think about alcohol management. The Council and Justice Group together have made a very simple action plan, which has been explained to the Government. It says that we will start with making a "core strategy". This must be simple and written in a few pages. In this we must capture some statistics, the same as in this newsletter. It will conclude that the AMP hasn't worked, but that it has resulted in a number of unwanted consequences, most importantly the homebrew problem and all its related issues, the lack of control by the community, and the fact that we are not "managing" anything at all when it comes to alcohol. All that has happened is that a lot of people

have become criminals for something that is allowed elsewhere, that the police are wasting too much time on chasing people with alcohol and that we have not really addressed the real problem that is dealing with people that abuse alcohol and their unwanted behaviour. We have also seen increased powers of Police and people actually taking less, not more, responsibility for their own behaviour.

We will say that these are the problems that must be addressed in a new AMP. A new AMP must provide "carrots and sticks" so that responsible people can responsibly use alcohol, but so that people who cannot deal with alcohol are helped to become responsible with it.



Carrots and sticks.....

People who cannot handle alcohol should not have access to it in circumstances where their alcohol abuse is a risk to others. People that are responsible should have access to proper commercial alcohol to use in the privacy of their own home, just as Campbell Newman suggested in the election. Therefore it all turns on how to describe and measure "responsible" behaviour and this must be linked to the issues such as school attendance, health and offending that were discussed above.

All of this must be captured in a few basic principles on which the whole community can agree, and which can be easily explained to everybody. Those principles should be part of the "core strategy" which we must complete before even starting to work out the exact details of a new AMP. The "core strategy" will be written with the assistance of a small number of the most important agencies in this respect, the Council, the Justice Group, the School, the Police, and the Health Services (Hospital, ATODS, Wellbeing Centre). It will be sent to the Government to get their support for it, before we start working out all of the details.



Carbon emissions in close up

From all the talks and meetings the following guiding principles have been written down by Junkuri Laka:

1. The use or abuse of alcohol is first and foremost an individual decision
2. Every adult person should be responsible for their own decisions and carry the consequences of their decisions
3. Intervention in someone's individual decisions is only warranted when their alcohol abuse interferes with the rights of others (for instance their property, health or wellbeing)
4. Unwanted behaviour and lack of responsibility must be addressed, not simply the possession of alcohol
5. The Community must itself set the boundaries for behaviour and it must have the tools to enforce the standards that it sets
6. People that are addicted to alcohol should be treated in a health setting not in the criminal justice system
7. We should always look at individuals and their families at the same time
8. The community must oversee and coordinate alcohol and the programs that deal with problem cases

As you can see these principles are very simple but they can be used to test every part of a new AMP.

The "core strategy" will also have some examples in it of the measures we will propose and it will contain some ideas of how we think we can run an AMP by using the principles above and the services that are already available to us. We will also have to say something about areas where we lack services, for instance rehab facilities.



The road to recovery is away from abuse and trouble

What would a new AMP look like?

First, we are not thinking about simply opening the pub again. This would be too much and too fast, with not enough controls to curb unwanted excess.

What might be possible is a system whereby limited quantities of alcohol can be sold to people who have demonstrated to be responsible enough to deal with it. A system could be set up where a number of criteria are used to determine that, such as school attendance of children, work or actively participating in the RJCP scheme, health standards, looking after your house and yard, not being before the court etc.

Depending on such standards, people would obtain a personal "licence" to be able to buy alcohol at a liquor shop, which would start with a small assortment, which can grow depending on how things are working. Just like a drivers licence there could be different categories, and you could lose the licence or have it suspended if you break the rules.

A part of the plan would also be rules about where alcohol can be used and that one is never allowed to sell or give it to people who don't have the licence, just as with a drivers licence.

On the other side of the coin there would also have to be a program that manages the work with individuals and families that have problems dealing with alcohol. The people that are not fit to have the licence need to be assisted to change their ways. They must be helped to get off the homebrew and get in control of their responsibilities. The way to do that is by getting all the various agencies operating on the Island to work much closer together and to provide much more information to each other and to the community about what they are doing and achieving. We must not be afraid to also

tackle the most difficult problems of people who are severely addicted to alcohol, and to make help available outside the community if that is necessary.

In other words, the "carrot" would be the opportunity to legally buy and drink good quality liquor in the comfort of your own home and with responsible friends and family. The "stick" would be the risk of losing that opportunity if you can't handle the responsibilities that come with it. Having alcohol or using it without your personal licence would continue to be illegal until we reach the point where most people can responsibly deal with alcohol, at which point restrictions can gradually be ended altogether, and Mornington will be just like any other small town in Queensland.



Gununa from the air, just another town in Queensland?

What is the next step in the review process?

We hope to complete the "core strategy" early in 2014. Everybody who has something to say about this, or who has a good idea is invited to write that down and give it to the project manager for the AMP review (Berry Zondag). All service providers have been asked to do the same, especially to say what criteria they would suggest from their own expertise and how these could be measured. They have also been asked to provide information about the programs and assistance that they may be able to provide in dealing with people and families that have problems with alcohol abuse and addiction.

This will be summarised in our "core strategy" that goes to the Government. There may then be some negotiation with Government about this before we move to the next step, which is to work everything out in detail.

There will be a lot of legal detail in that as the AMP is based in legislation and our detailed rules will also be captured in local laws for Mornington, so that things can be enforced locally.

There will also be a lot of practical work, such as setting up the licence system and the information systems to have all agencies working closely together.

The Government has already promised assistance and support in working out the details of the review and they will send people down to help with this.

How long will all of this take?

We are hoping that all of this can be completed in one year, so that by this time next year we have a concrete plan in place ready to get started early in 2015.

How does the AMP review fit in the long term plan for Mornington?

A review of the AMP is but one of many things that need to change on Mornington. As many will have noticed there are a few things in what was said above, that will require big changes. A good example is work and economic activity. If we say that responsible people look after themselves that also means they can look after themselves to have a job and earn an income. This of course requires real jobs on the Island, not just 'make do' work that depends entirely on government hand outs. In the long term we need people to start businesses and we need to allow people to own their houses and property so they can fully enjoy the fruits of their labour. Mornington needs to become economically sustainable, which means it should be able to look after itself to create income and products that other people want to buy. We should not have to be completely reliable on what government funded activities bring to the Island, or to have literally everything we need to be brought in by the weekly barge.

We do not think that people, who are not even allowed to make decisions about what they drink, will ever start to make the big decisions necessary to develop a future for a whole community. The AMP review is therefore also a step to bring responsibility back to the Mornington community and all the people in it. When everyone takes responsibility for their own best interest, the automatic result is that the whole community will be better at looking after its interest.

What can I do to help?

First and foremost, start thinking about what it means to be responsible with alcohol and live your life in that way. It will be very convincing to the Government when they see that people are changing their ways and that the poor statistics are improving in the run up to a new AMP.

Secondly, if you have any ideas, write them down and provide input into the process. Again, the best evidence of community wide support for a plan is having a lot of people providing ideas and suggestions. If you rather talk to someone about your ideas and suggestions, just have a chat with one of the local councillors or Justice Group members, or with Berry.

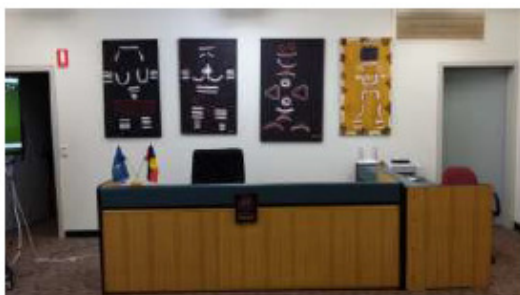
Finally, what is written here is only a summary of all the information that is already available and the ideas people have provided over the past year and a half. This is not the final version of a plan and it is still very much a work in progress. If you have questions, don't be afraid to ask, there are no stupid questions or silly suggestions, everything helps when we are finding our way through this difficult work.

JUSTICE GROUP MEMBERS

There have been some changes in the membership of the Community Justice Group. Recently the Government approved and gazetted (this means they officially announced) the memberships of Bradley Wilson and Bobby Thompson. In the meantime, Edgar Wilson, Marina Evans and Christopher Loogatha also joined the Justice Group. The current members of the Justice Group are:

Louisa Roughsey (chair)
Annie Chong
Roger Kelly
Hugh Ben
Sean Linden
Bradley Wilson
Bobby Thompson
Marina Evans
Cecil Goodman
Edgar Wilson
Christopher Loogatha

You can always talk with any of these CJG members about court matters, victim assistance, legal help or any other issues to do with justice or the law, or the AMP review. If you are interested to join the Justice Group, come and talk with Berry.



Mornington art in the courthouse

JP MAGISTRATE COURT

In our last newsletter we announced that a number of new Justices of the Peace had been sworn in. This were Michelle Cameron, Shontelle Reid, Robyrta Felton and Farrah Linden.

Roger Kelly, Annie Chong and Cecil Goodman have now also completed the JP course.

As we said at the time, the plan is to start our own local JP Magistrate Court for Mornington. There have been a number of further training sessions with the new Justices of the Peace, so that they can now sit as Magistrates. This means that we will have a monthly JP Magistrates Court, which will be dealing with most of the smaller matters. It will take place in between the Magistrate Court sittings with Magistrates coming from Townsville. The first JP Magistrate Court will be held on 26 February 2014.

The difference between the JP Magistrate Court and the "ordinary" Court is that JP Magistrates will take the bench in tandem, that is two JP's will sit together, assisted by Elders. The powers of the JP Magistrate Court are the same as for the "ordinary" Court, but they will deal with smaller matters to start with and only deal with matters where a guilty plea will be entered. People that come before the JP Magistrate Court will have the opportunity to have their own say in Court and will be assisted by the Justice Group (coordinated by Berry) in making their case. The prosecution will be done by Mornington Police, not by prosecutors from Mount Isa. The Court rules are the same as in the ordinary court, but there will be much more time to talk about each case and to come up with a sentence that is the right one for the offender and the community.

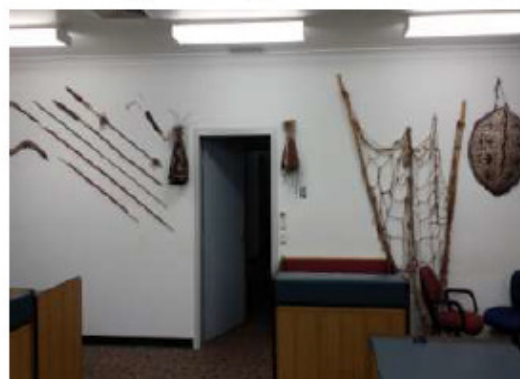
At the start it will be for the Police to select which matters will go to the JP Magistrate Court and this will

depend on the type of offence, the history of the person involved and of course on whether a guilty plea is indicated.

It is the plan to start with a small number of cases (maybe ten per Court day), but it can grow to eventually include a large number of matters that go to court. It is our hope that we will be able to deal with the majority of offending in our own court.

Defended matters (that is where a "not guilty" plea is entered, will not go to the JP Magistrate Court, but remain in the ordinary court.

Have a look at the photos with this article to see how we have recently changed the court house to make it into something that belongs better to the community.



And some Mornington artefacts in the courthouse

BOARD ELECTIONS JUNKURI LAKA

Junkuri Laka held its AGM in November, the following people have been elected to the Junkuri Laka board for this year:

Louisa Roughsey (President)
Annie Chong (Treasurer)
Roger Kelly
Hugh Ben
Cecil Goodman
Marina Evans
Edgar Wilson

Junkuri Laka now has almost 600 members, which is getting close to all adults who normally reside on Mornington. As with any Association, all members have the right to attend meetings and have insight in the Association's minutes and finances. If you are a member and want some more information, see our CEO, Berry Zondag.

COMMUNITY LEGAL CENTRE

Junkuri Laka has been successful in obtaining membership of the Queensland Association of Independent Legal Services and the National Association of Community Legal Centres. This means that we have opened our own law office.



Queensland Association of
Independent Legal Services Inc

It has been created as a separate legal unit, which is called "Junkuri Laka Community Legal Centre Aboriginal Corporation".



Our principal solicitor is Dr Berry Zondag, who will also be the practice manager. The CLC will be able to assist with all the legal matters we already help people with, but we can now do this more formally as an official law practice. The CLC will focus on what is called "civil law" and particularly on matters between people from Mornington and organisations off the Island, such as government agencies and companies like insurance companies, banks and so on.

The CLC will not act in criminal matters, this will remain with external services such as ATSILS and Legal Aid through Warren Hunter. We will not do family law either, this can be done through ATSILS or QUIVLS. The reason we will not engage in matters between people on Mornington is that we already deal with that through mediation and that we have to abide by the law of "conflict of interest". If we were to act for Mornington people against one another we would effectively be forced to decide who we can and cannot help, and that would not be in the interest of the whole community.

At the moment we are busy with setting up the administration for the CLC and are working through a lot of legal procedures to have everything running smoothly.

The board for the CLC is the same as the board for Junkuri Laka, but Roger Kelly is the chairman for the CLC.



The Junkuri Laka office.

JUNKURI LAKA OFFICE EXPANSION

With the growth of our activities we have a need for a larger office. We have negotiated with the Council to use the rest of the Junkuri Laka building from 1 January onward. We will need to do some renovations on the building, and change a few doors and such. We hope to be able to do that early in the New Year, so we will have a larger meeting room, office space for two extra workers, and a separate room for Berry. Because the office changes are a bit expensive for us, we hope that we can find some volunteers to help with painting and such.

FACEBOOK ISSUES

We continue to have quite a few conflicts on the Island that start with comments on Facebook.

Often there is a lot of swearing and insults involved and this then leads to fights which are often about nothing more than people being insulted by what others write in their Facebook pages.

In the New Year we will be trying to set up a Facebook page for Junkuri Laka and to start keeping an eye on all of this, by becoming "Facebook friends" with as many people as possible.

What many people probably don't know is that it is actually a Federal Offence to use your Facebook page (and text messages) to incite violence and hatred. In the New Year the Police will be more active in pursuing people that engage in this sort of behaviour, because it is often very hurtful and demeaning.

We will continue to try and mediate such conflicts, but people that keep on misbehaving in this way will attract police attention. It just needs to stop.

Let's all try to be nicer for one another and use Facebook for what it was intended, to communicate with friends and family and to make new friends, not enemies.

JUNKURI LAKA JOB OPPORTUNITY

Junkuri Laka is growing and we need an ambitious individual to help with this growth. We are looking for someone who can assist with all the administrative work for the Justice Group, the Mediation activities and the new Community Legal Centre. But the job will go further than that. The new Junkuri Laka worker will have to undertake study and training to become increasingly involved with coordinating the Justice Group and the Mediation work, as well as helping people with legal assistance. The job will also include secretarial duties and assisting people with their appointments. Attending court will also be part of the job, including working with lawyers and Police prosecutors to make sure that people receive all possible help when they get involved in the court.

The minimum requirements are therefore that applicants have completed grade twelve and preferably some additional tertiary education. The job will involve lots of computer work and you will need to be good at working with computers and the internet. The person must have good writing skills and be able to talk with people to analyse what assistance they need, so that referrals can be made to other agencies if needed.



APPLY FOR A JOB WITH JUNKURI LAKA

The successful applicant will be expected to undertake further tertiary study in law or management, and Junkuri Laka will pay for that. You need to also have a valid driver's licence, and a limited criminal history.

The job is full time and has an attractive salary. The right person will have unlimited career opportunities, including becoming a trained mediator or even qualified lawyer. It is our goal to train and educate someone from Mornington to eventually become the solicitor for Mornington and/or the manager of Junkuri Laka.

This is not just a job, but a long term commitment to Mornington and our community's development.

If you are interested, write a letter to Berry with your resume, or come and have a chat.

NASTY DRUGS ON THE WAY TO MORNINGTON?

There have been rumours that some criminal people from the mainland are trying to bring drugs to Mornington that are known as "bath salts". These are very nasty drugs that cause extremely strange behaviour. In the USA these drugs are called "zombie drugs", because one of the side effects is that a user cannot sleep at all anymore and will become completely exhausted and behave very strange and violent. It is alleged that some people have started to eat at the bodies and faces of other people after using these drugs. These drugs are real killers and you should stay very far away from them.

If anybody receives any information about such drugs coming to Mornington, immediately warn the Police.

Effects of "Bath Salts"

<ul style="list-style-type: none"> • Very severe paranoia that sometimes causes users to harm themselves or others. • Speed of onset – 15 minutes; Length of high – 4-6 hours • Long term effects: Unknown 	<ul style="list-style-type: none"> • Effects reported to Poison Control Centers <ul style="list-style-type: none"> – Suicidal thoughts – Agitation; Combative/Violent; Confusion – Hallucinations / psychosis – Increased heart rate; Hypertension; Chest Pain – Death or serious injury
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Source: American Association of Poison Control Centers



Special Police BBQ bulletproof BBQ utensil vest. Note the can of beer!

POLICE CHRISTMAS BBQ

The Mornington Police is organising a BBQ for the whole community on Monday 23 December at five o'clock see the invitation below.



The Police will be grilling the sausages and we hope that everybody will come for an opportunity to have a friendly chat with the boys and girls in Blue. We have been told that all children will receive a bag of lollies to go with their meal.

SEASONAL GREETINGS

On behalf of Junkuri Laka, we wish everybody a very Merry Christmas and a Happy New Year!





Newsletter January 2014

ALCOHOL MANAGEMENT PLAN REVIEW

In our December newsletter we wrote about the AMP review and how we are planning to go about it. In the weeks since that article we have received a lot of comments from people in the community. Many had very practical questions. We were asked to do another newsletter with just the main points by way of questions and answers. So here we go:

Question : Why the AMP review?

Answer : Because the current zero limit is not working in the way it was meant, especially because of the homebrew problem. Also, why should responsible people in Gununa be treated differently from anybody else in Queensland?

Q: Will we get the pub back?

A: No, that is not on the agenda until we can prove to actually be able to manage alcohol and bring down the problems that come with it.

Q: Why the talk about crime statistics?

A: Because alcohol related violent offending is what needs to come down by managing alcohol instead of driving it underground. Community safety must improve, and offending statistics are the way to prove that.

Q: What does school attendance have to do with Alcohol Management?

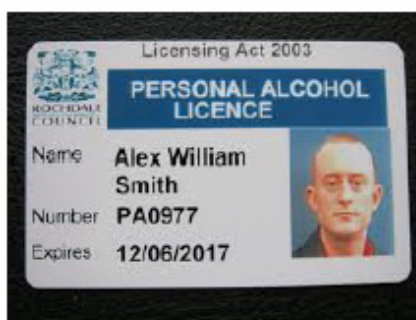
A: Parents who abuse alcohol don't look after their children. Therefore, school attendance and child neglect are signs that there are alcohol problems and not just social drinking. The wellbeing of children must improve to show the community can responsibly deal with alcohol.

Q: Isn't it a job of the parents to look after their children and what they are up to?

A: Exactly. But parents who cannot even control their own drinking, will certainly not be able to show their children how to do the right thing.

Q: How can the alcohol management work?

A: We are thinking of making personal "alcohol licences", where people who can show to be able to take responsibility for themselves and for their family will be allowed to purchase and drink alcohol in their own homes.



Example of a personal alcohol licence

Q: How will that stop the homebrew problem?

A: It won't by itself. But who wouldn't choose for drinking proper alcohol at a fraction of the price of filthy homebrew that makes you sick too, if all you have to do is show that you can be responsible for yourself and your family?



Q: But how will we deal with people who are seriously addicted?

A: They need help to change their ways instead of being locked up and taken to court all the time.

Q: But isn't it anybody's own choice if they want to poison themselves with alcohol?

A: Yes it is, but as a community we have a duty to at least protect the people that become the victims of other peoples' choices. We can't force people to look after themselves, but we must stop the harm that is done to others, especially to people that are dependent on them.

Alcohol management is about protecting women and children, about making the community safer and happier.

This is what Minister Elmes calls the "Paramount Consideration", or the most important thing to think about.

Q: So what sort of rules will be put in place?

A: That is what we will have to work out in the coming months. We are now thinking of making a checklist of tests to find out who can be allowed to have the "personal alcohol licence". On that list will be things like looking after family and children, kids going to school, work or trying to find work, looking after your house and yard, not being in trouble with the law, complying with community service, helping others, and so on.

Q: If some people are allowed to buy alcohol, how will you stop them selling it or giving it away?

A: Simple, that would be one of the rules. If you do that you lose your licence.

Q: Who will be making those rules?

A: The community, together with the government. The Justice Group and the Council are leading that work.

Q: Where will these be written down and who will enforce them?

A: In local laws enforced by the Police and a local body, such as the Justice Group and a local JP Court. We will run the whole thing as a community.

Q: Where can we buy alcohol?

A: In a special shop, where you can only get into if you have the personal licence. The amount and type of

alcohol people with a licence can buy will be limited and based on the sort of licence one has.

Q: Where can I drink alcohol?

A: At the start, only in your own house. There will be strict rules about drinking in public and about public drunkenness. There will also have to be rules to stop people pestering others for grog. It will be your drinks, your house, and your responsibility.

Q: How long will it take to get this system in place?

A: We don't know yet, it depends on making all the rules and getting government agreement on them. We then need to set up the licence system, make the store, have all the checks and balances in place and so on. Then we also need to have everything in place to help people who have alcohol problems, or who need help with other parts of the system. We think this will take at least this year.

Q: What about Birri Lodge?

A: At this time we don't think we need to change anything with that. What we need to sort out is the problem with people who drink at Birri and then continue to drink and do stupid stuff when they come from Birri.

Q: Will the new system change the way the Police deal with alcohol?

A: Not for homebrew or for people who engage in silly drunken behaviour. But yes for people who can show to be responsible with alcohol. Once the simple possession for people with a licence is allowed this also means it is no longer an offence, and therefore the powers to enter into dwellings and such do not apply any longer for those people as long as they stay within the rules. As we said in the last newsletter, it is all about "carrots and sticks".



Carrots and sticks.....

Q: What are the next steps in the AMP review?

A: One important part is to agree on the basic principles that we already wrote down. All the people we have spoken to so far agree that we are on the right track with that. Here they are again:

1. The use or abuse of alcohol is first and foremost an individual decision
2. Every adult person should be responsible for their own decisions and carry the consequences of their decisions
3. Intervention in someone's individual decisions is only warranted when their alcohol abuse interferes with the rights of others (for instance their property, health or wellbeing)
4. Unwanted behaviour and lack of responsibility must be addressed, not simply the possession of alcohol
5. The Community must itself set the boundaries for behaviour and it must have the tools to enforce the standards that it sets
6. People that are addicted to alcohol should be treated in a health setting not in the criminal justice system
7. We should always look at individuals and their families at the same time
8. The community must oversee and coordinate alcohol and the programs that deal with problem cases

Q: What has the government said about what we are doing so far?

A: Nothing final yet. We have given them copies of our newsletters and we have told them we will write down what we have done so far and how we want to move that forward. This will be completed in the next couple of weeks. We can then expect they will want to come and talk with us about that. We have already received a letter from Minister Elmes. He says to be happy with our approach so far. He is looking forward to work with us.

Q: Can we have a community meeting about this?

A: Yes we will. As soon as we have the first version of our plan ready we will discuss that with the whole community in one or a number of meetings. That will be in the next month or so.

Q: I have ideas and suggestions, now what do I do?

A: Talk with any of the Justice Group members or councillors, or come and talk with Berry about it.

Those are the most heard questions so far. In the meantime, we have asked all the "service providers" on the Island the following three questions:

1. What is your organization's view on alcohol management and what information do you have that may help with the review.
2. From your expertise: what rules do you think should be in place, and what sort of information can you provide to measure the rules you suggest.
3. What programs and help can your organization offer to assist people to comply with the alcohol management rules.

We'll let you know how things are going in the next newsletter. Don't forget: if you have anything to say about this come and talk with us.

POLICE MATTERS

The police have asked us to put some information in:



Watch house visits

For people visiting the watch house around the back of the police station, remember to always go to the police front desk first to let them know you want to go and talk with someone, and ask if it is OK. This is also the way to get food or smokes to people in the watch house. The visiting area is not a public space, so you need police permission to go there.

Slingshots and shanghais

There have been many complaints about slingshots and their use in the community. Under the weapons law, the use of slingshots in a public place is prohibited.

Using a slingshot in a public place is a serious offence that can result in a prison sentence.



On private land, the consent of the landowner is required. Slingshots are not toys and can cause serious damage and harm. Keep an eye on your children. If you want to take them hunting with a slingshot remember that you need permission from land owners and that animals must be killed and treated humanely.

Searches and search warrants

This is something that often causes confusion. Normally, police always require a search warrant before they can enter someone's house. Your privacy and right to peace in your home and possessions is protected in this way by law. You must be given a copy of the warrant and it must state what it is they are looking for.

But there is a big exception to that, this is when the police have a reasonable suspicion that an offence is being committed or has been committed and that evidence would disappear in the time needed to get a warrant. In this case they can search first, and get the warrant later. Here on Mornington the most often committed offence that triggers these powers is the possession of liquor, and this is also the most often used reason for these searches. After such a search the police must always ask for the warrant afterwards. If the matter goes to court, ask your lawyer to see the warrant.

Remember, if you think the police is using these powers incorrectly, you can make a complaint with the Justice Group.

Police BBQ for Christmas

Here's a picture of the Police BBQ last year. Santa was cooking the sausages, but he looked suspiciously like Darren Yates. It was the gun belt that ruined the disguise. Or maybe that he'd forgotten the beard too...



TRESPASS IN THE BUILDING DEPOT

Building and Asset Services (used to be called Qbuild) is responsible for maintenance of most houses on Mornington and it therefore has an important job to make everybody's life more comfortable. In order to do their job, they have a depot on Lardil Street, where they keep their tools and materials. Lately they have had problems with people going into this depot (even during the day) and stealing things. This is of course a crime to start with, but it also robs them of the things they need to look after everybody's houses. Stealing from this mob means delays in them being able to fix things, so it is a double stupid thing to do.



The QBuild (Building and Asset Services) depot

They have recently installed cameras right around the place, so they can actually see exactly what's going on. They have asked us to give the warning that they will be starting to lay charges about people wandering into their depot.

Stay out of there and let them do their work to help everybody!

GRAFFITI

Graffiti means painting stuff on other peoples' property or on public spaces. When it is done with permission and with skill it is a form of art. When done illegally and without any skill it's just rubbish that brings the whole place down. Unfortunately there has been a bit of this going on with silly kids stealing spray cans and splashing it all over the place, making silly drawings of penises and such. Some even write their names right next to it, so they may expect a visit from the police.

To make the difference clear, here are a few pictures of graffiti as a form of art.



The Thuwathu in the watch house.



Centrelink office

Here is a picture of where it is just rubbish.



Let's try to make our community better and stop this stuff. The community and council really can use their money much better than by having to clean all this away. People getting caught doing this can expect to be put to cleaning it up again.

NEWS FROM PROBATION AND PAROLE

Probation services have given us the following information that you will find interesting.

First, on Mornington there are 103 people on some order. To compare that with other communities, in Normanton there are 27 people on orders and in Doomadgee 50. In Aurukun there are 80 people on orders.

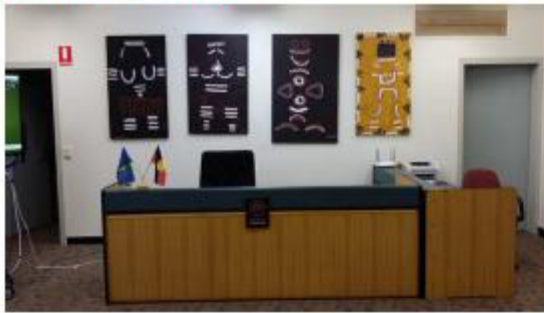
At this time there are 38 people who belong on Mornington in jail (inc 2 women). When looking at our total adult population of about 750, this is about 5% (5 in every 100), which is three times as much as the rate for adult indigenous people in Queensland and 40 times as high as the adult rate for all of Queensland.

The 103 people on orders on Mornington have a total of 179 orders. This is because one person can have more than one order. The orders are as follows:

- 19 parole orders; this is where the person has been allowed to be in the community instead of jail, a further offence and this person goes right back to jail. These people normally have to report every two weeks. This year started with 21 people on parole, three completed their orders without getting in further trouble, one was sent back to jail and one has to write to the parole board to explain why he shouldn't go back to jail.
- 60 probation orders; this is where one has to report regularly. How often is different and depends on the seriousness of offending.
- 40 community service orders, where these have been given by the court
- 60 fine option orders, which are also community service, but which you get through converting a fine into community service.

Remember, if you have large fines outstanding they can often be changed into community service. For any questions about parole and probation, or where to do your community service, go see Mei or Shane.

THIS WEEK'S COURT



Court will be this week on Wednesday 12 February. Magistrate Mack will be presiding. At the time of writing this newsletter, there are 61 people scheduled to have to go to court. Altogether they have 130 charges. This means an average of about two charges per person. The highest number of charges for one person this month is fourteen. That boy should be really ashamed of himself and think about how he makes his whole family look through his drunken behaviour.

These charges can be listed as follows:

- 38 charges have to do with alcohol possession
- 5 are breaches of bail undertakings, which mostly is getting drunk where you have signed a bail not to drink alcohol
- 14 charges are for violence, most of them are about domestic violence, they go from breaching a domestic violence order to grievous bodily harm
- 19 are against police, these are from resisting arrest to damage to police property and serious offending such as spitting at police
- 9 are property offences, which go from trespass to entering a house or stealing
- 17 charges are about public order. This ranges from public nuisance to going armed causing fear and affray (this is a serious nuisance)
- 5 charges are about drugs
- 11 charges are driving offences, from driving drunk to driving without a licence
- 3 charges are about using a boat without licence and drunk and without safety gear
- 6 matters are domestic violence order applications
- 3 charges have to do with sexual offending against minors.

When looking at the details of the violent offending, it is as always clear that alcohol often plays a role. In many cases both the victim and the offender were very drunk when this happened. In some cases the offender and the victim are both in the court for what they do to each other, for alcohol possession, for then breaching their bail, arguing with police and so on.

WRESTLING

In the school holidays there was a mob from Brisbane over to show youngsters a way of aboriginal wrestling. Here are some photos of a match:





Newsletter APRIL 2014

JUNKURI LAKA RECEIVES DONATION FROM GUNUNAMANDA STORE

It is with some pride that we can announce that Junkuri Laka has received a \$3,000 donation from the Gununamanda Store. We see this as recognition for our work and as a huge support from the Mornington community.

We will have a photograph of the ceremony in the next newsletter.

NEW POLICE OFFICER

Many will have already met the new constable, Jessie. We have asked her to write something about herself:

"Hi everyone my name is Jessie. I am one of the new Police Officers in town. Some of you may or may not know that I have just moved here from Mount Isa with my dog Rusty. On my days off work you may see me down at the pier fishing, going for a drive/ motorbike ride or riding my push bike with Rusty running by my side. I am looking forward to meeting everybody so make sure you give me a BIG FRIENDLY WAVE when you see me."

Before starting her work Jess had a lengthy meeting with the Elders of the Justice Group who have explained many local issues and customs to her and they offered to help her with any cultural questions that come up in her work. Marina, Annie and Louisa will be Jessie's cultural consultants.

SHOPPING TROLLEYS AND BASKETS

The Store has asked us to remind everybody to return trolleys and baskets to the store. At times people "borrow" so many baskets that it becomes a nuisance for other shoppers.



Think about your fellow shoppers and leave the baskets where they belong, in the store....

JP MAGISTRATES COURT

There have now been two sittings of our own local court, and they were well received by all who participated. Remember that it is our goal to try and deal with as many matters as possible in our own court, where local people can be judged by our elders and local magistrates. We start with the simpler issues, but want to grow that over time. What we really hope to achieve though, is that offending on Mornington continues to decline, so that we can all concentrate on good things and spend less and less time on offending and court work. Berry would like to spend more time smoking cigars and less time writing reports for the court please.

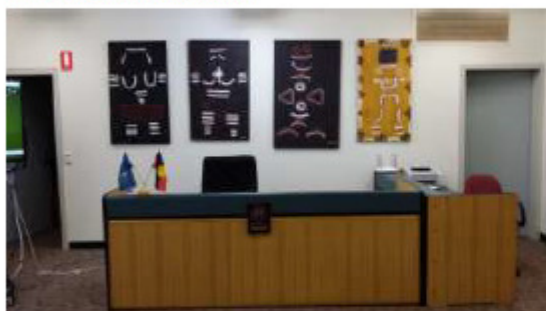
This week there will also be another ceremony where two more Justices of the Peace will take the oath of service. These are Annie Chong and Roger Kelly, who will soon be able to proudly add the letters "JP Qual" behind their name, which means that they cannot only take oaths and declarations and witness documents, but they can sit on our JP Court.

We will have photos of the event in the next newsletter.

We can also reveal that there will be a huge ceremony when the new JP Court will be officially installed on 23 June this year. The Honourable Sara Bradley, District Court Judge will be on Mornington for that event.

We will keep you posted so you can come and have a look.

THIS WEEK'S COURT



Court will be this week on Wednesday 9 April. Magistrate Mack will be presiding. At the time of writing this newsletter, there are 81 people scheduled to have to go to court. Altogether they have 245 charges.

The list is that long because last month the Court did not go ahead because of the cyclone.

This means an average of about three charges per person. These charges can be listed as follows:

- 3 charges are about vehicle registration
- 5 charges are about non-compliance with community based orders (pretty silly that)
- 40 charges have to do with alcohol possession
- 9 are breaches of bail undertakings, which mostly is getting drunk where you have signed a bail not to drink alcohol, or not showing up for court
- 32 charges are for violence, most of them are about domestic violence, they go from breaching a domestic violence order to grievous bodily harm
- 19 are against police work, these are from resisting arrest to damage to police property and serious offending such as spitting at police
- 25 are property offences, which go from trespass to entering a house or stealing
- 25 charges are about public order. This ranges from public nuisance to going armed causing fear
- 17 charges are about drugs
- 52 charges are driving offences, from driving drunk to driving without a licence or unlawful use of a vehicle
- 3 charges are about using a boat without licence and drunk and without safety gear
- 5 matters are domestic violence order applications
- 2 charges are about kids shooting clay balls at people, cars and houses (getting sick of that already?)
- Then there are 8 other various charges

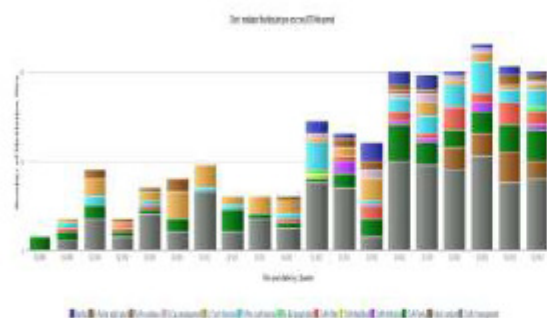
When looking at the details of the violent offending, it is as always clear that alcohol often plays a role. In many cases both the victim and the offender were very drunk when this happened. In some cases the offender and the victim are both in the court for what they do to each other, for alcohol possession, for then breaching their bail, arguing with police and so on.

There have been a lot of problems for a while with young boys stealing cars for joyriding. There have been extra court sessions by video from Mount Isa for that. It seems the problem has gotten less serious after that. The community is really sick of this behaviour and it will be dealt with seriously.

MEDIATION EVALUATION

As you all know, we have now had mediation on Mornington for about five years. It is something that sets us apart from other communities. With mediation we have been able to sort a lot of problems out before they get worse.

Mornington has become something of a show case for the way we can deal with many issues in our own community. To give a bit of an idea how many mediations we do, see the following picture, which shows the number of mediations in each quarter, starting at the end of 2008 until now.



All together we have done almost 450 mediations in that time. The ones that get completed are mostly successful. About 8 out of 10 matters settle in mediation, and this stops the problems going any further, like having to go to court.

Because things are working very well, there are other communities looking for mediation as well. At the moment mediation is starting in Aurukun and we are talking with people in Doomadgee to get it going there too.

The Government wants to investigate the way we do mediation, and they have asked a company that specialises in this sort of research to go to Mornington to talk with the community and to then write a report.

That company is called Colmar Brunton and you may have heard that name before, because they also do polls for political things and they also do what is called market research, like investigating what sort of chips and cookies people like. This is of course something completely different from mediation and they will be sending people here that have a lot of experience in investigating this sort of community projects instead of talking about chips. In fact, these guys have been in

Mornington last year also to do some other research for the government.

They will be coming next week, but also in May for further talks. They will come back in June also to explain what they have found to the Mornington community before the report goes to the Government.

If that report shows that it works, the Government may well decide to start mediation in more communities in all Australia. Mornington can well become an example for others.



Two people from the research company will come to Mornington this week for the first part of their research.

Farrah Linden will be helping them to get in touch with people in the community to sit down and talk about mediation. They will also employ some other people; so that you can always talk with them with someone present that you know and trust. This is to make sure we can all be happy with the way they do their investigation.

As you all know, mediation is confidential, and therefore it is completely up to you whether you even want to talk about it. There is a contract that says that these guys will keep everything they talk about completely confidential. They will not talk to us about what you say to them. In their report they will not give anybody's name and they will only use anonymous information.

This research is pretty important for Junkuri Laka too. We like to have an understanding what you all think about mediation. The other thing is that part of our funding comes from mediation work, so we'd like to be able to have some independent proof that we actually make a difference.

The researchers will also look at a lot of other information sources, like police statistics and such, and they will compare that with other communities to see if there are differences that may have to do with our mediation work. On the back of this newsletter is some information from the Colmar Brunton boys.



Coming to Mornington Island

A chance to have your say about the Mornington Island Mediation Project

The Government wants to know what you
mob think about the Project and if it's
helping your community



Robbie Corrie (right)
&

Johnny Young (left)

from Colmar Brunton
Social Research will be
in Mornington Island in
April and May. We will
also be employing local
people to help us. So
come and see us and
grab a ice cold drink,
yarn up and tell us
your story about
Mediation!

 colmar brunton.



Newsletter JUNE 2014

JUNKURI LAKA ENTERS INTO AGREEMENT TO HELP THE DOOMADGEE COMMUNITY

As you may have heard, the Department of Justice has asked if Junkuri Laka can help to get the Doomadgee Justice Group started again. Louisa Roughsey and Berry visited Doomadgee to see what the community there thought of this idea before we made a decision. In Doomadgee we spoke with many people and organizations including the Council and Police. There was much support for this project and so we decided to accept the offer by the Department.

It means that Junkuri Laka will be managing the Justice Group in Doomadgee, but that group will of course be made up from people in Doomadgee. We are also trying to find a suitable coordinator to work in Doomadgee. The Doomadgee mayor and two councillors visited Junkuri Laka last month for further discussions and last week we had other Doomadgee elders over to talk about this project.



On 8 May we had the first court presence in Doomadgee, where the CJG there was represented by Ada Walden and April Peter. This month we will be attending the court in Doomadgee again and will be starting to make CJG reports for Doomadgee people.

Over time we will also be introducing the mediation project to Doomadgee and will start a Community Legal

Centre there, much like we are doing this on Mornington.



JP MAGISTRATES COURT

There have now been four sittings of our own local court, and they continue to be well received by all who participated. As you all know it is our goal to try and deal with as many matters as possible in our own court, where local people can be judged by our elders and local magistrates. We started with the simpler issues, but we are already looking at taking on other matters such as breaches of community based orders, like community service.

As we said in the last newsletter, what we really hope to achieve is that offending on Mornington continues to go down so that we can all concentrate on good things and spent less and less time in the court. Really, Berry would like to spend more time smoking cigars and less time writing reports for the court please.

In the April court Annie Chong and Roger Kelly have been sworn in as Justices of the Peace (Qualified). They have now received their Certificates from the Minister of Justice.

As a community we may be very proud to have such dedicated elders, who stand up for their community. With the other local JP's (Michelle Cameron, Shontelle Reid, Robyrta Felton and Farrah Linden) they have done the hard yards to get through the training course and examinations. Our JP's are the face of Justice in our community and we should all be proud of that.



Roger Kelly signs his oath as Justice of the Peace under the watchful eye of Magistrate Ross Mack



Annie Chong swears the oath of Justice on the Bible

The JP Court is also a part of our AMP review strategy. We can see the JP Court as a tribunal that will be able to look at decisions made by the licensing system that we propose.

THIS WEEK'S COURT



Court will be this week on Wednesday 4 June. Magistrate Osborne will be presiding. At the time of writing this newsletter, there are 60 people scheduled to have to go to court. Altogether they have 121 charges. That list is of course still much too long. It is really time that people start to slow down on offending.

This means an average of about two charges per person. These charges can be listed as follows:

- 4 charges are about non-compliance with community based orders (pretty silly that)
- 34 charges have to do with alcohol possession
- 4 are breaches of bail undertakings, like not showing up for court or drinking on bail.
- 14 charges are for violence, most of them are about domestic violence, they go from breaching a domestic violence order to grievous bodily harm
- 8 are against police work, these are from resisting arrest to damage to police property and serious offending such as spitting at police
- 20 are property offences, which go from trespass to entering a house or stealing. This is mostly young boys misbehaving in the middle of the night.
- 8 charges are about public order. This ranges from public nuisance to going armed causing fear
- 15 charges are about drugs
- 18 charges are driving offences, from driving drunk to driving without a licence or unlawful use of a vehicle
- 3 matters are domestic violence order applications
- Then there are 3 other various charges

When looking at the details of the violent offending, it is as always clear that alcohol often plays a role. In many

cases both the victim and the offender were very drunk when this happened. In some cases the offender and the victim are both in the court for what they do to each other, for alcohol possession, for then breaching their bail, arguing with police and so on.



In the last newsletters we growled about the naughty boys stealing cars and driving with them. That has now mostly stopped, but as you see above, a few of them have moved on to breaking in and stealing stuff. It is all very childish and silly. What's the fun of going in your neighbour's or your auntie's house and making a mess of the place? A couple of those boys have now had all the warnings and cautions that are available in the system, so they are looking at going to Cleveland if they keep doing this stuff. Everybody must explain to their youngsters that it is one thing to be the "cool dude" on Mornington, but a very different thing in the Cleveland Correctional Facility where some serious nasty blokes hang around.

If you are unsure if you have to go to court, check it with Berry or any of the Justice Group members. You can also come to court on Wednesday and have a look on the list that hangs on the door or ask one of the lawyers or Justice Group members.

Then there are about 25 people that have a warrant outstanding. These are the people that may be picked up by the Police on the Tuesday to spend the night in the watch house to be in court bright and early. If you are on that list and want to get off it, just come to court real early and talk with Berry, Warren Hunter or the ATSILS solicitors.

If you want to find out if you are on the "wanted" list before court, ask Berry and talk with him to sort something out.

MEDIATION EVALUATION

In the last newsletter we talked about the evaluation that would be done by Colmar Brunton. They have been on Mornington for about two weeks to talk with as many people as possible about our mediation project.

So far they have talked with more than 200 people. That is the largest bit of research ever done on Mornington. We will receive their official report in the next few weeks. John Young will also be coming back to Mornington to explain what they have found out when talking with everybody about mediation.

AMP REVIEW

We are still quite busy with the alcohol management plan review. Two weeks ago there has been a meeting between the council and the Justice Group to finalise the first part of the plan that is to go to the Government.

This first part is called the "core strategy". It explains why we are putting the plan together, what information we have used to come up with these ideas and how we have gone about it so far.

This core strategy has the same information in it that was already in the newsletters we made earlier in the year, but there is now also a bit that says what we need to do to get our ideas in place.



An important part is where we say that we need better facilities on the Island to deal with alcoholics, like a rehab and "drop in" centres for drunks. Another thing we have said is important is better cooperation between service providers as well as more local control over the services on the Island.

The whole idea about the AMP review is that we think that responsible people should be able to drink responsibly, and that people who cannot deal with

alcohol properly should not be dealt with in the court, but in the health system.

The most important idea behind AMP review is that we must work on making Mornington a safer and happier community, with less violence and a better environment for kids.

As everybody knows by now we are talking about a system where people would get a licence to buy alcohol in limited quantity. Getting the licence depends on personal responsibility, which is measured by such things as having a job, staying out of court, having your kids go to school, looking after your house and so on.

This idea has attracted some attention in the press already. Below is a newspaper article that was in the Courier Mail about it. Bradley and Berry have also been on the radio about it.



Just to remember that drunken behaviour is not just something that happens on Mornington

The "core strategy" will go to the Minister in the next week. If anyone wants to have a copy of that plan, come and see Berry at the Junkuri Laka office.

COURIERMAIL.COM.AU THURSDAY MAY 8 2014

NEWS 07

LICENSED TO DRINK

PETER MICHAEL

Radical plan to address indigenous sly grog woes

ABORIGINAL leaders suggest a "licence to drink" might be the solution to grog ban in the state's 19 indigenous communities.

The Personal Alcohol Licence would be issued to residents who prove they can drink responsibly, and hold a job without trouble, domestic violence, child neglect or truancy, says the latest plan.

Residents would only be allowed to drink in their home

and those who sell or give it away would lose their licence.

Civic leaders on Mornington Island - where many in the tiny Gulf township are still reeling over the shocking report of a gang rape of a six-year-old girl by four teenage boys two weeks ago - are behind the latest draft proposal.

Potent home brews, known as monkey blood, and bootlegging of sly grog are blamed for

much of the violence, dysfunction and alcohol-related illness in Queensland's indigenous towns despite strict house laws.

Homemade moonshine - a toxic mix of fermented fruit, sugar and Vegenite - is reportedly sold for up to \$50 a litre.

Junkuri Laka Justice Group, co-ordinated by Dr Berry Zondag, told the community the plan alone would not fix crime statistics or home-brew issues.

"But who wouldn't choose for drinking proper alcohol at a fraction of the price of fifty home-brew that makes you sick too, if all you have to do is show that you can be responsible for yourself and your family," the Justice Group said.

"On that list will be things like looking after your family and children, kids going to school, work or trying to find work, looking after your house

and yard, not being in trouble with the law ... helping others and so on."

Aboriginal and Torres Strait Islander Minister Glen Elms told The Courier-Mail he commended the "leadership" and "community-driven process" on Mornington Island.

"I have also reminded them that any proposal which comes forward must address the review's paramount consideration, the safety of community residents, particularly women and children," Mr Elms said.

In late 2012, the Newman Government acted on an election promise and ordered a review of the Alcohol Management Plans that have either banned or heavily restricted the sale of alcohol in townships since 2002.

Napierman Aboriginal Shire Council on Cape York is the only one of 19 discrete indigenous communities that has made a formal submission.

FETAL ALCOHOL SYNDROME

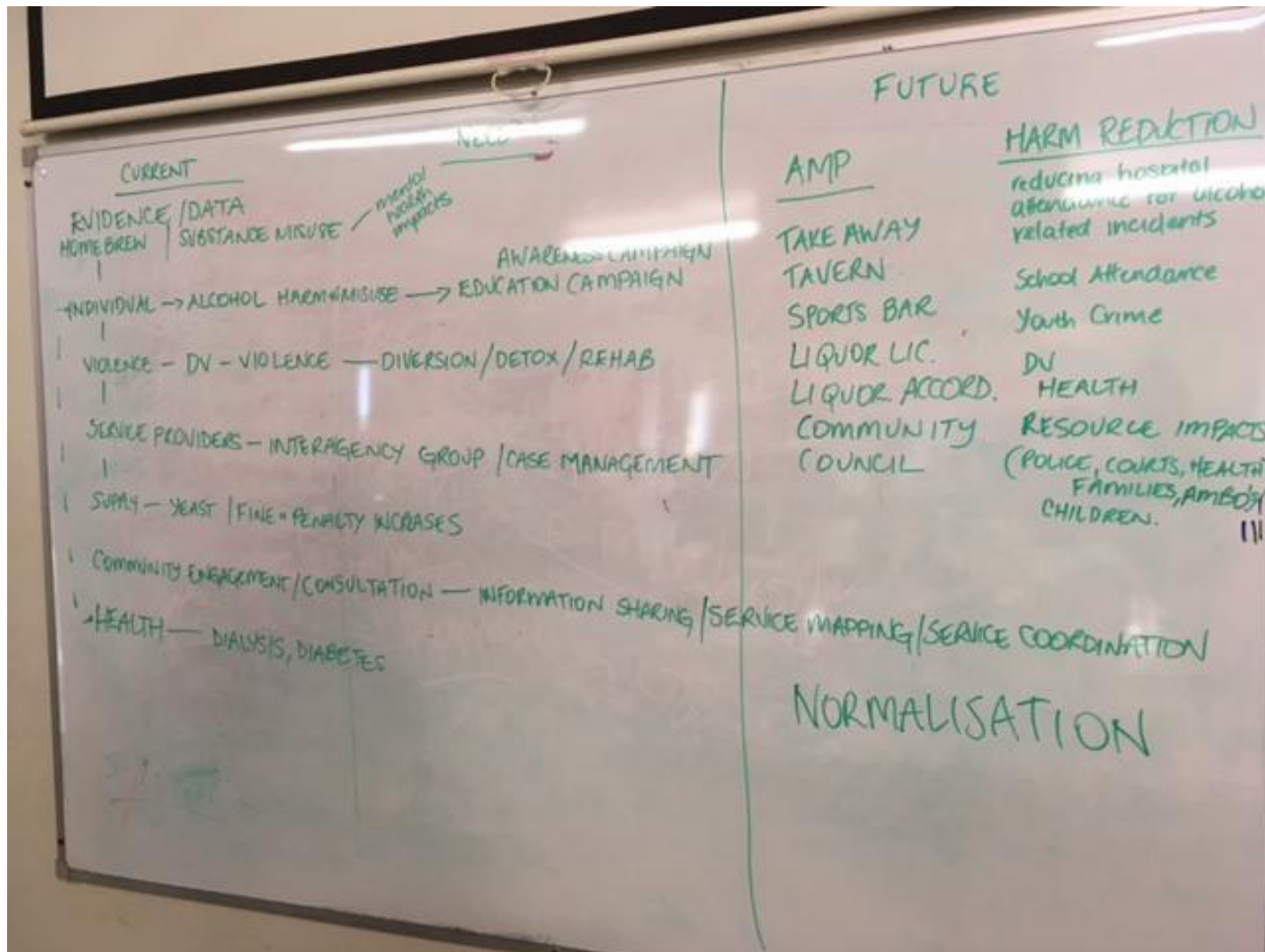
While we are talking about alcohol and alcohol abuse, we recently took part in a seminar about fetal alcohol syndrome. What that means is that alcohol abuse of the mother can seriously hurt the baby that is growing inside her. What happens is that the alcohol that the mother is drinking, makes its way through the mother's blood directly into the baby. When it gets there it does all sort of damage. Some of that is brain damage that will not come to light until the child goes to school. Some damage is in the body itself. The message we got from this workshop was:

DO NOT DRINK WHEN YOU ARE PREGNANT !!!!



And to end the newsletter on a friendlier note, here is a cute kitten.

Appendix 3



Appendix 4

Meeting details:

Meeting:	Meeting to discuss homebrew issues, Mornington Island
Date:	Tuesday 11 April 2017
Time:	11.00am to 3.00pm
Venue:	Conference Room, DATSIP, Level 9, Cairns Corporate Tower, 15 Lake Street, Cairns
Chair:	Allen Cunneen, Deputy Director General, Infrastructure and Coordination (I&C), Department of Aboriginal and Torres Strait Islander Partnerships (DATSIP) Allen.Cunneen@atsip.qld.gov.au
Objective:	Agency actions to address Mornington homebrew issues

Attendees:

Ref	Name	Position title and workgroup	Email address
BW	Bradley Wilson	Mayor, Mornington Shire Council (MSC)	Mayor@mornington.qld.gov.au
SI	Sarah Isaacs	Deputy Mayor, MSC	Sarah.Isaacs@mornington.qld.gov.au
JA	Jane Ah Kit	Councillor, MSC	Jane.Ahkit@mornington.qld.gov.au
BT	Bobby Thompson	Councillor, MSC	Cr.Thompson@mornington.qld.gov.au
CF	Clare Farrell	Councillor, MSC	Claire.Farrel@mornington.qld.gov.au
FM	Frank Mills	Chief Executive Officer, Mornington Shire Council (MSC)	CEO@mornington.qld.gov.au
LM	Lisa McMain	Department of Environment and Heritage Protection (DEHP)	Lisa.McMain@ehp.qld.gov.au
SA	Steve Armstrong	DEHP	Steve.Armstrong@ehp.qld.gov.au
AC	Allen Cunneen	Deputy Director General, I&C, DATSIP	Allen.Cunneen@atsip.qld.gov.au

SJ	Simone Jackson	Executive Director, I&C, DATSIP	Simone.Jackson@atsip.qld.gov.au
GA	Greg Anderson	Regional Director, North Queensland, DATSIP	Greg.Anderson@atsip.qld.gov.au
PP	Phil Peachey	Manager, Government Coordination NQ DATSIP	Phillip.Peachey@atsip.qld.gov.au
MW	Marnie Wettenhall	Regional Manager Gulf and North Queensland Indigenous Affairs Group Department of the Prime Minister and Cabinet	Marnie.wettenhall@network.pmc.gov.au
DD-S	Debbie Dixon-Searle	Office of Liquor, Gaming Regulation	Debbie.dixon-searle@justice.qld.gov.au
KG	Kev Guteridge	Queensland Police Service	Guteridge.KevinA@police.qld.gov.au
LD-J	Lisa Davies-Jones	CEO North West Hospital and Health Services	Lisa.Davies-Jones@health.qld.gov.au

Apologies:

Ref	Name	Position title and workgroup	Email address
JR	Jim Reeves	Director-General, Department of Environment and Heritage Protection	

Discussion items:

Ref	Item	Lead
1.0	Acknowledgement of Country, Welcome and Introductions	DATSIP
2.0	Homebrew Harm Minimisation Strategy update	DATSIP
3.0	Awareness Campaign re the health and other concerns of consuming Homebrew (Health to lead)	DATSIP
4.0	Consultation groups update:	DATSIP

Ref	Item	Lead
	1. Community Representative Group 2. Working group (Government Agencies) 3. Steering Group (Council, DG Champion, DDG DATSIP etc – decision makers)	
5.0	Alcohol Management Plan DATSIP to lead the opportunity for a discussion noting the Council and community need to identify what they want going forward to provide the foundation to this conversation – two points liquor licence and zero carriage limit – scheduled approached	DATSIP
6.0	Review actions recorded	ALL
7.0	Next meeting date	ALL

Appendix 5

Meeting details:

Meeting title/group name:	Meeting to Discuss Homebrew and AMP issues on Mornington Island
Date:	16 May 2017
Start time:	11:30am
End time:	1:30pm
Venue:	Council Chambers - Mornington Island Shire Council
Chairperson:	Ms Simone Jackson, Executive Director, I&C, DATSIP
Objective:	Progress / Status on Home Brew Responses / Actions and AMP progression

Attendees:

Name	Position, title and workgroup
Sarah Isaacs	Deputy Mayor MSC
Claire Farrell	Councillor MSC
Jane Ah Kit	Councillor MSC
Bobby Thompson	Councillor MSC
Frank Mills	CEO MSC
Tatiana Ah Mat	Governance Coordinator MSC
Marnie Wettenhall	Regional Manager DPMC
Sandra Kennedy	Director of Mental Health & ATODS NWHHS
Chris Hodgeman	A/Superintendent QPS
Adam Hill	O/OIC Mornington Island Police
Richard Sewter	AMP Committee Member, Mornington Island
Dwayne Rogers	AMP Committee Member, Mornington Island
Charlie Anderson	AMP Committee Member, Mornington Island
David Barnes	AMP Committee Member, Mornington Island

Apologies

Name	Position, title and workgroup
Bradley Wilson	Mayor MSC
Allen Cunneen	Deputy Director General, I&C, DATSIP
Christine Watson	Senior Project Officer, DATSIMA
Sandra Moore	Regional Executive Director, Dept. of Communities Child Safety and Disability Services
Debbie Dixon-Searle	Manager Indigenous Compliance- Office of Liquor, Gaming Regulation
Greg Anderson	Regional Director, DATSIP
Phil Peachey	Manager, Government Coordination, DATSIP
Lisa Davies-Jones	Chief Executive Officer, NWHHS
Darren Kennedy	Senior Advisor, DPMC

Discussion items:

Item no.	Item	Person responsible	Date required
1.0	Welcome – CEO Mr Frank Mills opens meeting FM – Welcomes stakeholders		
2.0	Minutes last meeting – 12 April 2017 accepted as true and correct		
3.0	Council Table AMP Strategy- PowerPoint <ul style="list-style-type: none"> • PowerPoint – proposed strategy moving forward • Reintroduction Plan • AMP Committee - moving forward • FM - Structure of AMP Committee to be reviewed and more formalised • Suggested carriage limit for Mornington Island - after Community Consultation 	MSC	26.05.2017

	<ul style="list-style-type: none"> have been conducted Community Consultation plan to be developed by DATSIP/DPMC, draft to be given to Council by the 26.05.2017 Takeaway licence application process Review process 		
4.0	Health Concerns <ul style="list-style-type: none"> Draft Communication Plan was tabled – however plan was dismissed by Council who want a plan developed in consultation with them as the priority client – elected body representing the community Department Health only consulted one stakeholder in the community Council and Sandra Kennedy and other Health personnel to meet on the 24.05.2017 9am to draft revised Community Communication Plan 	NWHHS	24.05.2017
5.0	Men's Funding <ul style="list-style-type: none"> DATSIP via Simone Jackson tabled response from Sandra Moore - Regional Executive Director, Departments of Community, Child Safety and Disability Services stating that funding is approved the go live however tender is awaiting Director General's approval, no time frame was given Council are concerned and DATSIP via Simone Jackson committed to elevate Men's Funding discussion with Allen Cunneen for discussion with Sandra Moore and update to be delivered to Council by or before next meeting 20.06.2017 	DCCSDS / DATSIP	20.06.2017
6.0	Junkuri Laka Membership and Functions <ul style="list-style-type: none"> DATSIP via Simone Jackson tabled information package provided by DJAG regarding Justice Group board members and functions 	DATSIP	FINALISED
7.0	Mornington Island Shire Council <ul style="list-style-type: none"> A robust discussion was held with regards to Council wanting to be part of the decision making and co-design of programs and services that are funded 	Lead MISC / DATSIP / PMC– but all agencies are responsible and can contribute to	TBA

	<ul style="list-style-type: none"> on Mornington Island The general consensus from both Council and community is that there needs to be a shift and service deliver and program design needs to be influenced and shaped and managed by those who live on the island – namely Council It was recognised and again discussed that there is a lack of accountability – examples tabled of 15 different men's group activities and yet none are actually meeting the needs of the community The Council would like to get to a place where they are part of the evaluation of services 	<p>ongoing discussions</p> <p>DATSIP to consider how this item is elevated and progresses in partnership with DPMC</p>	
7.0	<p>Next meeting: 20 June 2017</p> <p>Close: 1:30pm</p>		
8.0	<u>ACTION ITEMS</u>		
8.1	<ul style="list-style-type: none"> DATSIP via Allen Cunneen & Simone Jackson and DPMC via Marnie Wettenhall to have a community consultation plan back to Council out of session by 26.05.2017 Council to provide feedback on the above by no later than 10 June 2017 – QPS to receive a copy for feedback QLD Health via Sandra Kennedy to develop Community Communication Plan with Council via 'special meeting' on the 24.05.2017 at 9am No more than 7 days after QLD Health and Council meeting - revised Community Communication Plan to be distributed to DATSIP, DPMC and QPS for input and feedback DATSIP via Simone Jackson to elevate discussions around Men's Group Funding with Allen Cunneen 	<p>Simone Jackson</p> <p>Marnie Wettenhall</p> <p>Sandra Kennedy</p> <p>Sandra Kennedy / Simone Jackson / Marnie Wettenhall / Chris Hodgeman</p> <p>Simone Jackson / Allen Cunneen / Sandra Moore</p>	<p>26.05.2017</p> <p>24.05.2017</p> <p>31.05.2017</p> <p>20.06.2017</p>

	<p>for conversation with DCCSDS via Sandra Moore and to provide a response to Council at next meeting</p> <ul style="list-style-type: none"> MISC CEO Frank Mills to draft a public notice to be distributed to community regarding current progress of AMP and reintroduction of legal alcohol to Mornington Island 		19.05.2017

Appendix 6

Service Providers Meeting Meeting Minutes 21.07.2017

Conducted at Mornington Shire Council Chambers

Meeting Commence: 9:00pm
Welcome –Present Frank Mills- MSC Tatiana Ah Mat-MS Jane Ah Kit-MS/ Save the Children Coreen Reading- NWRHHS Josephine Wilson- QLD Health Farrah Linden- Mission Australia Grace Barnes- Mirndiyan TJ Baker- PCYC Irene White- NWRH Peter Linnerhan-Education Queensland Nick O'Brien- QLD Police Tom Atu- DPMC Joanne Bate-RISE Craig Bate- RISE Vele Rupa- Mission Australia Joan Rupa- Mission Australia Adrian Hep- NWRH Susan Sewter-Mornington Island Health Council Richard Sewter- Save the Children/Community/AMP Committee
Apologies Brian Woods- Mirndiyan Claire Farrell- MIACSED Matthew Berne- Save the Children Darryl Clarke- Justice Phil Peachy-DATSIP Melanie Katzorke-NWRH Jo Cohen-NDIS

Agenda items for discussion
Current Situation on Mornington Island <ul style="list-style-type: none"> - Over 100 programs being delivered to Mornington Island - Over 40 service providers funded to deliver programs - No coordination - Currently engaged in mapping all services for Mornington Island Moving forward <ul style="list-style-type: none"> - Council have designed a model for Mornington Island for feedback from service providers and community - State and Federal departments to consult with Council as their main touch point before awarding funding to services - Council to be able to see what are the KPIs set for each program and whether they are being met to meet community needs.
4. Considerations
<ul style="list-style-type: none"> - Organisational not wanting to share information - Time frame - Councillors to be more visible in community
5. Other Business
Current AMP review <ul style="list-style-type: none"> -CEO Frank Mills discussed current process MSC is going through to review the current AMP and support received from various government agencies such as DATSIP and DPMC - community survey to be conducted
6. Next Meeting
<i>TBC</i>
Meeting Closed: 11:30am

Appendix 7

Service Providers Meeting- Community Strategy Meeting Minutes

27.07.2017

Conducted at Mornington Island PCYC

Meeting Commence: 9:00pm
Welcome –Present Frank Mills- MSC Tatiana Ah Mat-MS Jane Ah Kit-MS/ Save the Children Coreen Reading- NWRHHS Farrah Linden- Mission Australia TJ Baker- PCYC Adrian Hep- NWRH Richard Sewter- Save the Children/Community/AMP Committee Mary Wilson-Community Police Adam Hill- Queensland Police Basil Gangala-Community Police-PLO M.Chong- Queensland Police-PLO B. Costello- Queensland Police-PLO Simone Jackson-DATSIP Mel Riordan-Gidgee Healing Dallas Leon-Gidgee Healing P.Lehmann- Gidgee Normanton Recovery Centre J.Silver- WQPHN J.Shaw-NWHHS Rae Horton- HWHHS Jan Falconer-NWHHS Liz MacIntyre-NWHHS Kellie Kremmer-Education Queensland C.Bradley- TMR Christine Mann- NWHHS Kim Maiszey-ATODS Kaye Smith-Gidgee Healing

Apologies
Bradley Wilson-MSC Brian Woods- Mirndyan Claire Farrell- MIACSED Matthew Berne- Save the Children Darryl Clarke- Justice Phil Peachy-DATSIP Melanie Katzorke-NWRH Jo Cohen-NDIS Bobby Thomson-MSC
Items for discussion
<ul style="list-style-type: none"> - Over 100 programs being delivered to Mornington Island - Over 40 service providers funded to deliver programs - No coordination - Currently engaged in mapping all services for Mornington Island - AMP Strategy Review-Direction to take in moving forward - Strategy needs to meet the needs of the community and the service providers - A communication and Education Plan needs to be developed for the reintroduction of legal alcohol - Service providers need to have better engagement with the community to ensure they are meeting the needs - Having community apart of this process leads to pride and community control being given back to community - Liz MacIntyre- Desert Pea Media have been engaged to do a film with Mornington Island residents about a positive message around alcohol- April 2018 - Richard Sewter- Service providers need to target the home environment as a whole instead of focusing on individual age groups- nothing is going to change is you're only focusing on one aspect of the issue - Richard Sewter- Not enough activities for men and women - Farrah Linden- There is no consistency and no collaboration between service providers - Farrah Linden- No recognition for those on the ground and they work they have already done and continue to deliver - The AMP review is made up of three components <ul style="list-style-type: none"> • Ongoing communication and education • Service Delivery • Reintroduction of legal alcohol - Jane AhKit- a meeting needs to be set up between different clan groups on island to discuss process and culturally appropriateness - Simone Jackson- Harm indicators- School attendance-presentations at the hospital-domestic violence - Home brew wont go away if legal alcohol gets introduced but its about having

<p>the education and support around the community to help those who may have alcohol consumption issues</p> <ul style="list-style-type: none"> - Richard Sewter- Community was held accountable for issues in the past and we have had to deal with the consequences for over 10 years- service providers now need to be held accountable for what is meant to be being delivered on the ground and what isn't being delivered. - Programs need to not be gaged on quantity but instead on quality - Frank Mills- Service delivery needs to come back to community to decide what is needed and developed from the ground up
6. Next Meeting
<i>TBC</i>
Meeting Closed: 11:30am

Appendix 8

Survey INSTRUCTION

Where applicable please circle correct response – any reference to alcohol includes homebrew – the information recorded in this survey remains confidential with no ability to identify any individual.

1. What is your age?

2. What is your gender?

- ☐ Female
- ☐ Male

3. What is your ethnicity?

- ☐ Aboriginal and Torres Strait Islander
- ☐ Aboriginal
- ☐ Torres Strait Islander
- ☐ Caucasian
- ☐ Other

4. Have you ever consumed (drunk) alcohol?

- ☐ Yes
- ☐ No

5. At what age did you start drinking alcohol?

6. Why did you start drinking alcohol? Pick one

- ☐ Peer pressure
- ☐ Curiosity
- ☐ Because you 'felt like it' (Bored)
- ☐ Influence of an adult

7. Do you feel you are a responsible drinker?

- ☐ Yes
- ☐ No

8. How often do you drink alcohol?

- ☐ Every day
- ☐ 3-5 times a week
- ☐ Once a week
- ☐ Only on weekends

☐ On special occasions

9. Do you engage in binge drinking of alcohol? (5 or more drinks in a sitting)

- ☐ Never
☐ Sometimes
☐ Often
☐ Nearly Always

10. Estimate the number of hours you drank for the last time you were drinking alcohol?

- ☐ None
☐ One hour
☐ 2-3 hours
☐ 4-5 hours
☐ More than five hours

11. How many alcoholic drinks did you have during that time?

- ☐ 0
☐ 1-2
☐ 3-4
☐ 5-6
☐ 7-9
☐ More than 9

12. In the last two weeks, how many times have you had 5 or more alcoholic drinks at a sitting?

- ☐ 0
☐ 1-3
☐ 3-5
☐ 5-7
☐ More than 7 times

13. Are you able to stop drinking alcohol when you want to?

- ☐ Never
☐ Sometimes
☐ Often
☐ Nearly Always

14. Do you ever drink alcohol just to get drunk?

- ☐ Never
☐ Sometimes
☐ Often
☐ Nearly Always

15. Have you ever passed out or experienced memory loss due to drinking alcohol? (blackout)

- ☐ Never
- ☐ Sometimes
- ☐ Often
- ☐ Nearly Always

16. Do you drink alcohol to feel good or to function better?

- ☐ Never
- ☐ Sometimes
- ☐ Often
- ☐ Nearly Always

17. Do you have a history of alcohol or drug problems in your family?

- ☐ Yes
- ☐ No

18. Do you drink alcohol to escape pain, either physical or emotional?

- ☐ Never
- ☐ Sometimes
- ☐ Often
- ☐ Nearly Always

19. Have you ever become violent or aggravated while drinking alcohol?

- ☐ Never
- ☐ Sometimes
- ☐ Often
- ☐ Nearly Always

20. Have you ever got into any fights while drinking alcohol?

- ☐ Never
- ☐ Sometimes
- ☐ Often
- ☐ Nearly Always

21. Have you ever been the victim of acts of violence whilst drinking alcohol?

- ☐ Never
- ☐ Sometimes
- ☐ Often
- ☐ Nearly Always

22. Has drinking alcohol ever been the reason that your relationships with your family, friends or girlfriend/boyfriend broken down?

- ☐ Never
- ☐ Sometimes
- ☐ Often
- ☐ Nearly Always

23. Have you ever gotten into trouble at work or not gone to work because of drinking alcohol?

- ☐ Never
- ☐ Sometimes
- ☐ Often
- ☐ Nearly Always

24. Have you ever wanted to stop drinking?

- ☐ Yes
- ☐ No

25. Have you ever sought help for your alcohol drinking habits?

- ☐ No
- ☐ Yes ➤
 - If the answer is yes, then – What help did you seek?
 - ☐ Family
 - ☐ Doctor
 - ☐ ATODS
 - ☐ Hospital
 - ☐ Rehab
 - ☐ Alcoholics Anonymous

26. Have you ever ended up at the hospital as a result of drinking alcohol?

- ☐ Never
- ☐ Sometimes
- ☐ Often
- ☐ Nearly Always

27. Have you ever been arrested, even for a few hours, after drinking alcohol?

- ☐ Yes
- ☐ No

28. Do you find it hard to get thoughts about having a drink of alcohol out of your mind?

- ☐ Never
- ☐ Sometimes
- ☐ Often
- ☐ Nearly Always

29. Do you ever choose to spend your money on getting drunk instead of food?

- ☐ Never
- ☐ Sometimes
- ☐ Often
- ☐ Nearly Always

30. Do you plan your day around when and where you can drink alcohol?

- ☐ Never

- ☐ Sometimes
- ☐ Often
- ☐ Nearly Always

31. When you know that problems are caused by drinking alcohol, do you still drink too much?

- ☐ Never
- ☐ Sometimes
- ☐ Often
- ☐ Nearly Always

32. Are you able to stop drinking once you start?

- ☐ Never
- ☐ Sometimes
- ☐ Often
- ☐ Nearly Always

33. Are you aware that possessing or drinking alcohol is illegal on Mornington Island?

- ☐ Yes
- ☐ No

34. Are you aware that most people who drink alcohol on Mornington Island drink homebrew or alcohol brought from the mainland?

- ☐ Yes
- ☐ No

35. Do you think there is enough help available for people who drink too much alcohol?

- ☐ Never
- ☐ Sometimes
- ☐ Often
- ☐ Nearly Always

36. Do you think people know who to go and see if they need help about drinking alcohol?

- ☐ Yes
- ☐ No

37. Do you think more employment opportunities on Mornington Island could reduce the number of people drinking alcohol?

- ☐ Yes
- ☐ No

38. Do you think there are enough activities for adults to do in your community?

- ☐ Yes
- ☐ No ➤

If no, what would you like to see more of?
(Write answer here)

39. Do you think there are enough activities for youth to do in your community?

☐ Yes

☐ No ➤

If no, what would you like to see more of?
(Write answer here)

40. Do you think there are enough activities for children to do in your community?

☐ Yes

☐ No ➤

If no, what would you like to see more of?
(Write answer here)

41. Do you think there is enough education about the health risks and problems that drinking alcohol can cause people and their families in your community?

☐ Yes

☐ No ➤

If no, what would you like to see more of?
(Write answer here)

42. If the Government was to support legal alcohol being available on Mornington Island, do you think that is a good idea?

☐ No
☐ Yes ➤
 If yes, do you think this would stop people drinking homebrew?
☐ Never
☐ Sometimes
☐ Often
☐ Nearly Always

 Do you think this would make the community a better place to live?
☐ Never
☐ Sometimes
☐ Often
☐ Nearly Always

43. If the Government returned alcohol to the community what would this look like?

(Write answer here)

44. Please indicate your preference/s of the following:

Select all preferred:

☐ I want somewhere to sit and drink alcohol legally
☐ I want take away alcohol

I do not want change with regard to alcohol in Mornington Island

Appendix 9



MORNINGTON SHIRE COUNCIL

Gulf of Carpentaria

1 Mission Road

GUNUNA, QLD 4892

TEL: (07) 4745 7801

FAX: (07) 4745 7275

Allen Cunneen
Deputy Director-General
Office of the Deputy Director-General Infrastructure and Coordination
Department of Aboriginal and Torres Strait Islander Partnerships
Level 9, 15 Lake Street Cairns,
PO Box 5461 QLD 4870

04th April 2017

Re: Service delivery mapping for Mornington Shire Council

Dear Allen,

It would be appreciated if you can direct this correspondence to the appropriate office for attention thanks.

As a result of a commitment from the Commonwealth of Australia via the Department of Prime Minister (PM&C) and Cabinet and the State of Queensland via the Department of Aboriginal and Torres Strait Islander Partnerships (DATSIP) we have commenced a full mapping exercise for all funded service delivery within Mornington Shire Council. The end result of the mapping will be the development of a strategic plan for service delivery that directly links to Council's operational and corporate plans and achieve best practice and value for the community. Council as the elected representative body for our community wants to take the opportunity to oversee and plan the coordination of all services and programs to ensure the community are receiving the services that meet their specific needs whilst reducing duplicity of programming and wastage of resources.

To assist in this process we have engaged the University Of Technology Sydney (UTS) Institute for Public Policy and Governance to carry out the mapping of services currently being delivered to Mornington Island. At present we have identified over 35 government/non –government departments that are funded by either the Commonwealth or the State of Queensland delivering over 100 programs to our community.

UTS, Sally Ann Hunting, (Associate Director of Public Policy and Governance) and her team have commenced the mapping process and to continue further we now need more in depth information from your Department. The additional information required is what we have been unable to capture on the ground and is what we do not have the ability to capture completely without your assistance. The additional information will help to understand the complete breakdown of Commonwealth and State funded programs and how they are evaluated as to achievement of outcomes.

More specifically the information we are seeking is:

- A review of the attached list of identified programs and services identified as Commonwealth funded and advice of any errors or omissions,
- Details as to why the programs or services identified were implemented in the first place e.g. alignment with Commonwealth/State Government Policy or assessment of need etc,
- Contact details of the program or service provider, the length of any contract or period of engagement and other relevant details for each program or service provider you may have,

- The approved budget for each program or service and the actual spend for each program or service either annually or for program or service approved period,
- The Key Performance Indicators or Performance Measures for each program or service or in the absence of these how you assess the value of the program or services delivered,
- Details of all program or services results or evaluations against Key Performance Indicators, Performance Measures or other means of evaluation for all programs or services delivered,
- Whether each program or service is based on the ground in Mornington Island or is a fly in, fly out (FIFO) program or service,
- If the program or service is a FIFO, how often the program or service staff visit Mornington Island,
- What requirement is there for each program or service to employ local people and how many local staff are actually employed for each program or service?

In order to maintain momentum with this project and to meet the agreed completion of mapping and commencement of strategic planning timeframe of 01.06.2017, it would be appreciated if this information could be provided as a matter of priority. In order to expedite process, if possible I request that the information be provided direct to –

SallyAnn Hunting
Associate Director

Institute for Public Policy and Governance | University of Technology Sydney
PO Box 123 Broadway NSW 2007
M +61 401 242 726 E sallyann.hunting@uts.edu.au

UTS Institute for Public Policy and Governance (UTS:IPPG) is a newly established Institute with a focus on public policy, governance, social research, strategic planning, monitoring and evaluation, and leadership. The Institute undertakes research, teaching and consultancy. The Institute incorporates the UTS Centre for Local Government (UTS:CLG), which is specifically committed to the advancement of local government policy and practice.

A copy of identified Commonwealth Government and State Government founded programs and services are attached for your information, review and comment.

Yours sincerely,

Frank Mills
Chief Executive Officer

Appendix 10



MORNINGTON SHIRE COUNCIL

Gulf of Carpentaria

1 Mission Road
GUNUNA, QLD 4892
TEL: (07) 4745 7801
FAX: (07) 4745 7275

Marnie Wettenhall
Gulf and North Queensland - Regional Manager
Department of the Prime Minister and Cabinet
Townsville

04th April 2017

Re: Service delivery mapping for Mornington Shire Council

Dear Marnie,

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SallyAnn Hunting

Associate Director

Institute for Public Policy and Governance | University of Technology Sydney

PO Box 123 Broadway NSW 2007

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A copy of identified Commonwealth Government and State Government founded programs and services are attached for your information, review and comment.

Yours sincerely,

Frank Mills

Chief Executive Officer