

# Alcohol control policies (AMPs) in Indigenous communities in Queensland: Is a focus on supply control sustainable?

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# A complex regulatory history and policy environment across four phases

	Phases	Prelude: from the 1990s to the Cape York Justice Study, 2001				First alcohol restrictions with limits on possession and carriage								A period of review								Controls on alcohol availability further tightened during this time								A second period of review																																																					
						Phase 1: 2002 to 2004								Phase 2: 2005 to 2007								Phase 3: 2008 to 2010								Phase 4: 2011 to 2013																																																					
		Mar-01	Jun-01	Sep-01	Dec-01	Mar-02	Jun-02	Sep-02	Dec-02	Mar-03	Jun-03	Sep-03	Dec-03	Mar-04	Jun-04	Sep-04	Dec-04	Mar-05	Jun-05	Sep-05	Dec-05	Mar-06	Jun-06	Sep-06	Dec-06	Mar-07	Jun-07	Sep-07	Dec-07	Mar-08	Jun-08	Sep-08	Dec-08	Mar-09	Jun-09	Sep-09	Dec-09	Mar-10	Jun-10	Sep-10	Dec-10	Mar-11	Jun-11	Sep-11	Dec-11	Mar-12	Jun-12	Sep-12	Dec-12	Mar-13	Jun-13	Sep-13	Dec-13																														
Community	All alcohol prohibited	Some alcohol permitted																																																																																	
Alcohol Management Plan (AMP) commun	Aurukun					MCMC	Zero carriage from 30 Dec 02																Tavern ceases 27 Nov 08																																																												
	Doomadgee						Carriage limit from 9 Jun 03																Carriage limit amended 2 Jan 09																																																												
	Napranum						Zero carriage from 9 Jun 03																Tavern ceases 1 Jul 08																																																												
	Lockhart River						Zero carriage from 3 Oct 03																Canteen ceases 1 Nov 08																																																												
	Woorabindah						Carriage limit from 3 Oct 03																Zero carriage from 1 Jul 08																																																												
	Wujal Wujal						Zero carriage from 3 Oct 03																																																																												
	Mornington Island						Zero carriage from 28 Nov 03																Canteen closed 24 Jan 08																																																												
	Kowanyama					MCMC	Zero carriage from 5 Dec 03																Tavern ceases 27 Nov 08																																																												
	Pormpuraaw					MCMC	Carriage limit from 5 Dec 03																Canteen changes 1 Dec 08																																																												
	Yarrabah						Carriage limit from 6 Feb 04																Licence surrendered 1 Feb 08				Carriage limit amended 2 Jan 09																																																								
	Northern Peninsular Area †					MCMC	Carriage limit 14 Apr 04																Carriage limit amend 21 Dec 06				Alau Tavern ceases 31 Dec 08																																																								
	Mapoon						Carriage limit 14 Apr 04																Carriage limit amended 2 Jan 09																																																												
	Hopevale					MCMC	Carriage limit 14 Apr 04																Carriage limit amended 2 Jan 09																																																												
	Cherbourg						17 Dec 04 - no limits declared - some dry places declared																*				Carriage limit from 12 Mar 09																																																								
	Palm Island						Carriage limit 19 Jun 06																Tavern closed 31 Dec 08				Tavern re-opened Sep 10																																																								
Key Queensland Government poli strategies					"Minimising harm" strategies in catchment licensed premises available from 2002																"Minimising harm" strategies implemented in catchment licensed premises from 2005-06																																																														
	Cape York Justice Study (Sep 2002)				Meeting Challenges, Making (Mar 2002) and responses (Apr 2002)								Meeting Challenges, Making evaluation (Sep 2002) Partnerships Queensland								Whole of Government Revi alcohol and other substance programs and services.								Alcohol Reform Project (F Dec 09)								Safe Communities								Community Safety Plan								Queensland Government in review of AMPs (Oct 2011)																														
* ATSI Act removed provision for Dry Place 1 July 08 - Cherbourg effectively has no restrictions in place until March 09																																																																																			
† Communities of Bamaga, Injinoo, New Mapoon, Seisia, Umagico were amalgamated in 2008 and renamed 'Northern Peninsular Area'																																																																																			

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# Prohibition, restricted access, 'minimizing harm' conditions



## Phase 1: 2002-2004: 'MCMC'

- 'restricted areas' with alcohol 'carriage limits', illegal to possess prescribed amounts and types of liquor in targeted communities (S168B – *Liquor Act*).

## Phase 2: 2005-2007: 'minimising harm'

- evaluations and reviews by the Queensland Government brought recommendations for more stringent controls.
- 'minimising harm' provisions for 'catchment' licensed premises in regional centres.

## Phase 3: 2008-2010: 'dry as possible'

- 7 'canteens' closed, 2 modified trading conditions
- Police powers to search and seize increased
- 'attempting' to take liquor into a 'restricted area' also became an offence (S168C – *Liquor Act*) alongside possession.

## Phase 4: 2011- ~ 'exit strategies'

- another period of review.



## Points to note and questions raised

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- AMPs ever-more-intense and complex restrictions on alcohol availability.
- There have been some favourable changes, but not in all communities.
- Still lacking support for demand reduction, rehabilitation, treatment and diversion as originally committed.
- Confusion, resentment, non-compliance and increased criminalisation appear still to be widespread.
- How much further can supply control and enforcement go?
- Current review of AMPs, announced in 2012, is very timely.
  - opportunity for steady and thoughtful policy revision,
  - based on comprehensive consultation and engagement with the affected populations and stakeholders
  - To retain any successful elements but also be wary of unforeseen consequences.

# Acknowledgements

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- NHMRC, Project Grant APP1042532 collaborating Investigators: Professor Steven Margolis, Associate Professor Reinhold Muller, Professor Adrian Miller, Associate Professor Anthony Shakeshaft, Professor Chris Doran, Laureate Professor Rob Sanson-Fisher, Professor Robyn McDermott, Dr Valmae Ypinazar and Mr Simon Towle. Thanks to Ms Bronwyn Honorato, Ms Michelle Fitts, Ms Jan Robertson, Dr Caryn West, Dr Valmae Ypinazar, Dr David Martin, Associate Professor Reinhold Muller and Professor Steven Margolis.
- Support is gratefully acknowledged from the Australian Primary Health Care Research Institute-funded Centre for Research Excellence for the Prevention of Chronic Conditions in Rural and Remote High Risk Populations at James Cook University and the University of Adelaide (Professor Robyn McDermott, Chief Investigator).

1 ☐ **Alcohol control policies (AMPs) in Indigenous communities in Queensland:**  
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2 ☐ **A complex regulatory history and policy environment across four phases**

3 ☐ **Prohibition, restricted access, 'minimizing harm' conditions**

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