

The impact of liquor restrictions in Kununurra and Wyndham

Twelve Month Review



Government of **Western Australia**
Drug and Alcohol Office

© Western Australian Alcohol and Drug Authority 2012

This work is copyright. It may be reproduced in whole or in part for study or training purposes subject to an inclusion of an acknowledgement of the source and no commercial use or sale. Reproduction for purposes other than those above requires written permission of:

Drug and Alcohol Office
PO Box 126
Mt Lawley WA 6929

Website: www.dao.health.wa.gov.au

The Drug and Alcohol Office is the business name of the Western Australian Alcohol and Drug Authority, which is an independent statutory authority. Its functions are set out in the *Alcohol and Drug Authority Act 1974*.

Enquiries

Enquiries regarding this publication should be directed to:

Grant Akesson
Manager, Community Programs
Drug and Alcohol Office
Phone: (08) 9370 0323

Suggested citation:

Drug and Alcohol Office WA (2012). The impact of liquor restrictions in Kununurra and Wyndham: a twelve month review

Note:

This report is not exhaustive and does not make any recommendations in relation to the current restrictions. There has been no significance testing conducted on the data provided in this report. Therefore, caution should be applied when interpreting the results.

Key contributors:

Grant Akesson
Jennifer Smith

Table of Contents

Table of Contents	iii
List of Tables	iv
List of Figures	v
Executive Summary	1
Overview.....	1
Key Findings.....	2
Introduction	4
Overview.....	4
The Big Wet.....	5
Purpose.....	5
Scope.....	5
Background.....	6
Liquor Licensing Information.....	7
Liquor Licensing Information.....	8
Methodology	8
Data Collection Processes.....	9
Data Analysis.....	10
Findings	10
Introduction.....	10
Community Observations.....	12
Kununurra Services.....	12
<i>Kununurra Police</i>	15
<i>Kununurra District Hospital</i>	18
<i>St John Ambulance – Kununurra</i>	19
<i>Waringarri Sobering Up Centre and Night Patrol Services</i>	22
<i>Kununurra Visitor Centre</i>	22
<i>Save the Children Australia and Kununurra Youth Night Patrol</i>	23
Wyndham Services.....	23
<i>Wyndham Police</i>	25
<i>Wyndham District Hospital</i>	28
<i>St John Ambulance – Wyndham</i>	29
<i>Ngnowar-Aerwah Sobering Up Centre and Night Patrol Services</i>	32
Regional Services.....	32
<i>Department for Child Protection</i>	32
<i>Kimberley Mental Health and Drug Service</i>	33
<i>Kununurra Wyndham Alcohol Accord Group</i>	34
<i>Shire of Wyndham East Kimberley</i>	35
Warmun Community.....	35
<i>Warmun Police</i>	35
<i>Warmun Community Health</i>	36
Appendix 1	

List of Tables

Table 1.	Summary of restrictions on the sale of take-away alcohol.....	1
Table 2.	Licensed premises in Kununurra and Wyndham, 2011.....	7
Table 3.	Information sources for inclusion in the six month review of liquor restrictions, Kununurra and Wyndham.....	8
Table 4.	Random breath tests and resulting drink driving charges made by Kununurra Police, pre and post-restriction.....	13
Table 5.	Alcohol-related ED presentations classified by triage category at Kununurra Hospital, pre and post-restriction.....	18
Table 6.	Random breath tests and resulting drink driving charges made by Wyndham Police, pre and post-restriction.....	24
Table 7.	Alcohol-related ED presentations classified by triage category at Wyndham Hospital, pre and post-restriction.....	28

List of Figures

Figure 1.	Police tasking activity, Kununurra, pre and post-restriction.....	13
Figure 2.	Alcohol-related assault offences reported to the Kununurra Police, pre and post-restriction.....	14
Figure 3.	Total and alcohol-related domestic violence assault offences reported to the Kununurra Police, pre and post-restriction.....	15
Figure 4.	Alcohol-related ED presentations to Kununurra Hospital, pre and post-restriction.....	16
Figure 5.	Alcohol-related ED presentations to Kununurra Hospital by time of day, pre and post-restriction.....	17
Figure 6.	Ambulance callouts, Kununurra, pre and post-restriction.....	18
Figure 7.	Ambulance tasks by time of day, Kununurra, pre and post-restriction...	19
Figure 8.	Presentations to Kununurra Sobering Up Centre, pre and post-restriction.....	20
Figure 9.	Kununurra Sobering Up Centre total presentations by location, pre-restriction.....	21
Figure 10.	Kununurra Sobering Up Centre total presentations by location, post-restriction.....	21
Figure 11.	Police tasking activity, Wyndham, pre and post-restriction.....	24
Figure 12.	Alcohol-related assault offences reported to the Wyndham Police, pre and post-restriction.....	25
Figure 13.	Total and alcohol-related domestic violence assault offences reported to the Wyndham Police, pre and post-restriction.....	25
Figure 14.	Alcohol-related ED presentations to Wyndham Hospital, pre and post-restriction.....	26
Figure 15.	Alcohol-related ED presentations to Wyndham Hospital by time of day, pre and post-restriction.....	27
Figure 16.	Ambulance callouts, Wyndham, pre and post-restriction.....	28
Figure 17.	Ambulance tasks by time of day, Wyndham, pre and post-restriction....	29
Figure 18.	Presentations to Wyndham Sobering Up Centre, pre and post-restriction.....	30
Figure 19.	Wyndham Sobering Up Centre total presentations by location, pre-restriction.....	31
Figure 20.	Wyndham Sobering Up Centre total presentations by location, post-restriction.....	31

Executive Summary

Overview

In February 2011, restrictions on the sale and supply of packaged (or take-away) alcohol were introduced in Kununurra and Wyndham under Section 64 of the *Liquor Control Act 1988*.

Prior to the mandated restrictions, there was no limit on the amount of take-away alcohol that could be purchased by an individual and some voluntary restrictions were in place in relation to time of sale.

On 7 February, the following restrictions on the sale of take-away alcohol came into effect.

Table 1. Summary of restrictions on the sale of take-away alcohol

	ALCOHOL STRENGTH	TIME AVAILABILITY	QUANTITY (per person, per day)
a)	2.7% and below (e.g. light beer)	Monday - Saturday 12pm – 8pm	No limit
b)	2.8% - 3.5% (e.g. some mid-strength beers)	Monday - Saturday 12pm – 8pm	11.5 Litres e.g. 30 x 375mL cans
c)	3.6% - 7% (e.g. some mid to full strength beers, some spirits or Ready to Drinks [RTDs])	Monday- Saturday 5pm-8pm	11.5 Litres e.g. 30 x 375mL cans
d)	7% - 15% (e.g. wine, some spirits or RTDs)	Monday - Saturday 5pm-8pm	1.5 Litres e.g. 2 x 750mL bottles
e)	Greater than 15% (e.g. spirits, wines, liqueurs)	Monday - Saturday 5pm-8pm	1 Litre

Liquor may be purchased in the amounts specified in (b) and (c) plus either (d) or (e), but not both.

See Appendix 1 for more details on the restrictions.

This report into the impact of liquor restrictions in Kununurra and Wyndham presents statistical and anecdotal information gathered from a range of key human service providers and local businesses to identify changes in alcohol-related indicators in the first 12 months of the restrictions.

Findings presented in the report cover the periods of:

- Pre-restriction: February 2010 to January 2011; and
- Post-restriction: February 2011 to January 2012.

Key Findings

The following was found in both Kununurra and Wyndham.

- **Fewer 'drinking camps':** There is general agreement that drinking has become less visible in and around the towns since the restrictions. It was noted that there are now fewer itinerant groups gathering in public spaces to drink and sleep during the day and night.
- **Quiet Sundays:** Sundays are noticeably quieter post-restriction as a result of the no take-away sales. In some cases, this has also led to greater community engagement and improved service delivery on Mondays in particular.
- **Drinking moves to private locations:** The reduction in public drinking is thought to have led to an increase in drinking within houses. Some services thought that this has contributed to a rise in party houses and associated problems for neighbouring residents.
- **Drinking later at night:** The later availability of full strength alcohol post-restriction is believed to be pushing drinking activity and associated problems to later in the evening. This is having a negative impact on services as they are now having to respond to issues later at night when fewer staff are available.
- **Street presence of youth:** The number of street present youth has been a long standing issue in each town. While it is unclear whether the number of youth on the street has increased post-restriction, the perceived rise in party houses is believed to be pushing more youth onto the streets as a way of avoiding disruptive home environments.

The following was found in Kununurra.

- **Increase in police tasking but assaults fell:** Kununurra Police recorded a 22.1 percent increase in tasking for the 12 month period post-restriction compared to the same period pre-restriction. The overall number of domestic and non-domestic assaults fell by 12.2 percent, while the proportion of alcohol-related domestic and non-domestic assaults fell by 17 percent.
- **Reduction in drink driving charges at each random breath test:** Pre-restriction there were 38.99 random breath tests (RBTs) conducted for every drink driving charge. Post-restriction the ratio improved marginally to 40.66 RBTs for every drink driving charge.
- **More late night emergency department presentations but fewer ambulance callouts:** The number of alcohol related Kununurra Hospital Emergency Department (ED) presentations almost doubled between the hours of 2:00am and 4:00am post-restriction, increasing from 58 presentations pre-restriction to 101 post-restriction. Ambulance call-outs decreased slightly in the post-restriction period, from 1,191 pre-restriction to 1,154 post-restriction.
- **Drop in Sobering Up Centre admissions:** Admissions to the Waringarri Sobering Up Centre (SUC) decreased substantially post-restriction, but staff noted that this was likely due to changes in staff and resulting limitations in opening hours post-restriction. The greatest proportion of clients admitted to the SUC listed Kununurra as their home town, followed by Warmun and Halls Creek.
- **No impact on tourism:** Tourism in Kununurra has not been adversely affected by the restrictions, with the majority of tourists happy to support its continuation. The small minority who do express their frustration towards restriction times and/or daily limits are generally unaware of them prior to arriving in the community.

The following was found in Wyndham.

- **Decrease in police tasking and domestic assaults:** Wyndham Police recorded a nine percent decrease in tasking in the first 12 months of the restrictions, falling from 2,352 to 2,126. The number of verified domestic assault charges fell from 50 to 43 in the post-restriction period. The proportion of alcohol-related domestic assault offences remained high post-restriction at 86 percent of total domestic assaults.
- **Increase in alcohol related emergency department presentations and ambulance callouts:** Alcohol-related presentations to the Wyndham Hospital ED rose by 12 percent post-restriction, from 361 presentations pre-restriction to 410 post-restriction. The greatest number of alcohol-related presentations both pre and post-restriction occurred between the hours of 8:00am to 11:00am (127 pre-restriction and 141 post-restriction). Ambulance callouts in Wyndham increased by 20.6 percent post-restriction, from 154 callouts pre-restriction to 195 post-restriction.
- **Increase in Sobering Up Centre admissions:** Admissions to the Ngnowar Aerwah SUC increased by 31.6 percent post-restriction, from 977 admissions pre-restriction to 1,429 post-restriction. The majority of clients admitted to the SUC pre and post-restriction listed Warrayu or Oombulgurri as their home community. Only a small proportion of clients listed Wyndham as their home address pre and post-restriction (two percent and five percent respectively).

Introduction

Overview

On the 30 November 2010, the Director of Liquor Licensing released his decision in relation to restricting the sale and supply of packaged liquor in Kununurra and Wyndham under Section 64 of the “*Liquor Control Act 1988*”. It was his decision that, as of the 7 February 2011, each relevant licence that authorises the sale of packaged liquor be subjected to the following conditions indefinitely (see Appendix 1 for further details).

1. Having regard to condition 3(b) below, packaged liquor may only be sold and supplied on a day other than a Sunday, Good Friday, Christmas Day or ANZAC Day – from 12:00pm to 8:00 pm.
2. The sale and supply of liquor for consumption on premises is prohibited before 12:00pm, except where it is sold or supplied ancillary to a meal or to a lodger.
3. The sale and supply of packaged liquor may only be sold or supplied in the following quantities:
 - a. where the liquor contains less than 2.7 per cent concentration of ethanol at 20 degrees Celsius – in any quantity;
 - b. where the liquor contains greater than 2.7 per cent but no more than 7 per cent concentration of ethanol at 20 degrees Celsius – a maximum cumulative quantity of 11.5L per customer per day; and where the liquor contains greater than 3.5 per cent concentration of ethanol at 20 degrees Celsius that liquor can only be sold between 5:00pm and 8:00pm¹;
 - c. where the liquor contains greater than 7 per cent but no more than 15 per cent concentration of ethanol at 20 degrees Celsius – a maximum cumulative quantity of 1.5L per customer per day; and
 - d. where the liquor contains greater than 15 per cent concentration of ethanol at 20 degrees Celsius – a maximum cumulative quantity of 1L per customer per day.

A person may purchase liquor in quantities provided for by (b) plus either (c) or (d) but not both.

Prior to the mandated restrictions, there was no limit on the amount of take-away alcohol that could be purchased by an individual. Take-away alcohol was available on a Sunday and full-strength alcohol was available from 10:00am over the bar and from 12:00pm in take-away form.

Following a series of reports outlining the impact of mandated liquor restrictions in Fitzroy Crossing and Halls Creek, DAO undertook to conduct a similar process to gauge the impact of the new liquor restrictions in Kununurra and Wyndham.

¹ For the 12 month post-restriction period covered by this report (February 2011 to January 2012), the sale of full-strength alcohol was restricted to the hours of 5:00pm to 8:00pm. After re-examination of this condition in light of evidence that alcohol-related issues were shifting to later in the evening, the Director of Liquor Licensing has since amended the timing of sales of full-strength alcohol to the hours of 2:00pm to 8:00pm. This change and any associated impacts will be covered in the subsequent 24 month report.

The Big Wet

The Kimberley region experienced a very intensive 'Wet Season' in 2010/11, which resulted in flooding throughout the region. Due to the flooding, there was a higher than normal number of transient community members in Kununurra and Wyndham who were unable to return to their remote community homes.

Most significant was the relocation of the Warmun community to Kununurra. From mid-March to mid-July 2011, approximately 400 Warmun community members were relocated to Garrjang Village within walking distance of Kununurra or were self-accommodated in houses with family. Frontline agencies such as police and health reported that the additional Warmun community members had an impact on their services. However, it is difficult to separate the Warmun residents from the statistics to ascertain the extent of their impact on services in Kununurra during the first 12 months of the restriction. The subsequent 24 month post-restriction report will enable a longer comparative timeline that will provide greater clarity as to the extent of the impact the additional community members had on services.

Purpose

The purpose of this report is to provide a statistical overview of the changes in a range of key health, social and justice indicators related to alcohol use, along with anecdotal accounts obtained from various service providers and businesses. The report does not make any recommendations regarding the current restrictions.

Scope

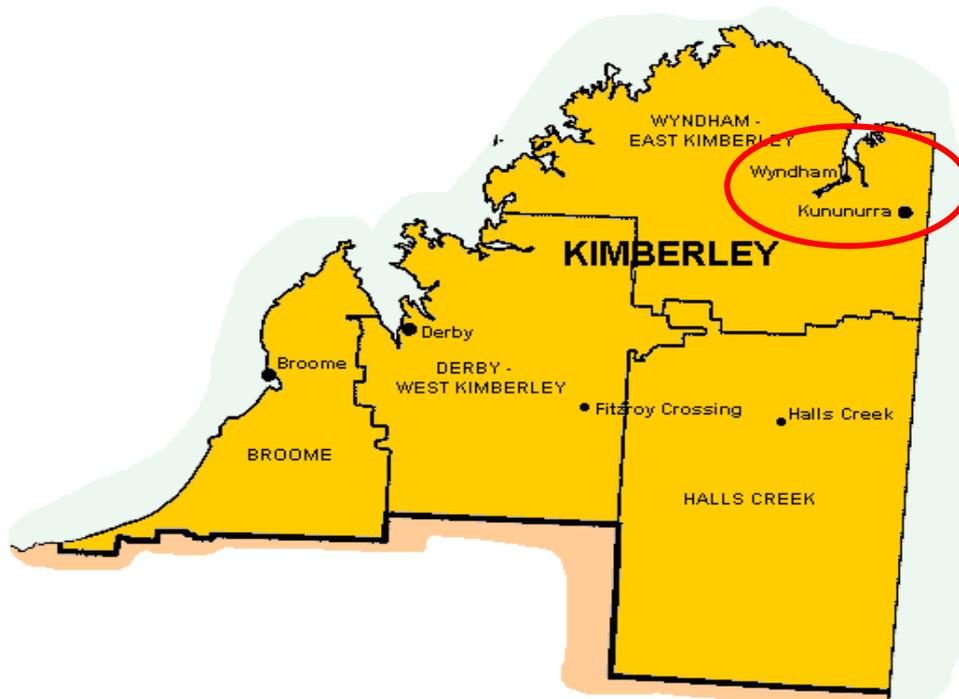
This report into the impact of liquor restrictions in Kununurra and Wyndham covers the periods of:

- Pre-restriction: February 2010 to January 2011; and
- Post-restriction: February 2011 to January 2012.

This report has been developed utilising two types of information.

1. Quantitative (statistical) data was collected from various government and non-government agencies and community service providers to measure changes in health, social and justice outcomes related to alcohol use pre and post-restriction.
2. Qualitative (anecdotal) data was collected through one-to-one or group interviews to identify the perceptions, views and opinions of service providers and community stakeholders in relation to the impact of the restrictions in its first 12 months of implementation.

Background



Population

In 2010, the total population for the Kimberley Health Region was 35,706, which represented 1.6 percent of the State's population. Between 2010 and 2020, the population is expected to increase by an average annual rate of 5.7 percent. Based on these projections, the size of the Kimberley population is estimated to increase by 74.3 percent by 2020. According to 2009 Estimated Resident Populations, Aboriginal people accounted for 45.1 percent of the area's population, which is considerably higher than the State average of 3.3 percent.

Shire of Wyndham/East Kimberley

- Town of Wyndham – estimate 700 (ABS data 2006)
- Town of Kununurra – estimate 3,700 (ABS data 2006)
- Surrounding communities – 43 communities and 1,985 people
- Total population – 7,863 (ABS data 2010)

Alcohol-related harm

The Kimberley region of Western Australia experiences disproportionate levels of alcohol-related harm that far exceed the State average.

Recent reports and data have found the following:

- In 2010, 26.8 percent of Kimberley residents aged 16 years and over reported drinking at levels that placed them at high risk of short-term harm compared with 17.8 percent of the State population. In the same year, 56.3 percent reported drinking at levels that placed them at high risk of long-term harm compared with 38.8 percent of the State population.
- Between 2005 and 2009, the rate of alcohol-related hospitalisations in the Kimberley Health Region was 4.3 times higher than the corresponding State rate. The number of hospitalisations was significantly higher for both males and females (3.7 and 5.2 times higher respectively).

- Alcohol-related hospitalisations for the Shire of Wyndham-East Kimberley alone were 4.7 times higher than the corresponding State rate. Wyndham-East Kimberley residents were hospitalised a total of 968 times for alcohol-related conditions between 2005 and 2009. They consumed 3,014 beddays (81 per 1,000 persons) at a cost of \$4,089,550 (\$109.85 per capita).
- Between 2005 and 2009, the total rate of alcohol-related hospitalisations for Aboriginal people living in the Kimberley region was significantly higher (1.5 times) than the corresponding State rate.
- The highest rate of alcohol-related hospitalisations in the Kimberley region was for 'assaults' (11.1 times higher than the State rate).
- Between 1999 and 2007, the Kimberley region had 2.9 times the level of alcohol-caused deaths than the State average. Rates were significantly higher for both males and females at 2.9 and 2.7 respectively.
- Of the alcohol-related deaths recorded in the region, 81 percent were male. The age group most affected was the 45-64 year olds.
- The rate of all alcohol-related deaths for Aboriginal people in the Kimberley was significantly higher (1.2 times) than the corresponding State rate.
- At a regional level, the rate of alcohol-related deaths for Aboriginal people was significantly higher than the non-Aboriginal rate (2.8 times).^{2,3}

Liquor Licensing Information

Liquor Licences

There are a total of **25** liquor licences in the towns of Kununurra and Wyndham.

Table 2. Licensed premises in Kununurra and Wyndham, 2012

Kununurra total licensed premises n=20		Wyndham total licensed premises n=5	
Hotel	2	Hotel	1
Hotel Restricted	3	Restaurant	1
Club	1	Club	1
Liquor Store	1	Liquor Store	1
Special Facility	9	Special Facility	1
Small Bar	1		
Tavern	1		
Club Restricted	2		

Alcohol Accords

There is currently one (1) active Accord that covers both Kununurra and Wyndham.

² Drug and Alcohol Office WA and Epidemiology Branch of Department of Health WA (2011). Alcohol-related hospitalisations and deaths: Kimberley.

³ Epidemiology Branch of Department of Health WA and the Cooperative Research Centre for Spatial Information (2011). Health status report on alcohol deaths – drug-caused for the Kimberley Health Region. Accessed 11 January 2012.

Methodology

This section describes the processes taken to gather the qualitative and quantitative data presented in this report.

Data Collection Processes

In March 2012, DAO sent requests to a range of government and non-government agencies and local businesses to obtain data for inclusion in the 12 month report. Quantitative data was provided by various agencies and service providers, including hospital and health services, police, and local and regional SUCs for the 12 month period pre-restriction (February 2010 to January 2011) and the 12 month period post-restriction (February 2011 to January 2012). The provision of this information was entirely voluntary. For a variety of reasons, some agencies were unable to provide data in a suitable format or in the time frame required.

Qualitative data was collected through a series of conversations conducted with individuals, businesses and service providers in Kununurra, Wyndham and Warmun. Anecdotal accounts obtained through this process were used to gauge community perceptions of the restriction and to identify perceived costs and benefits from various perspectives. Collecting qualitative data also provided a contextual basis from which to better understand and interpret statistical data. Interviews lasted between 30 and 90 minutes depending on the availability of respondents and the amount of detail provided.

All conversations were facilitated by the Manager of DAO's Community Programs area. Written notes were recorded by the facilitator and another member of the Community Programs team for subsequent analysis and reporting. Discussion topics focused on general awareness of, and attitudes towards, the restrictions and associated impacts on service provision and/or alcohol-related harm.

Table 3. Information sources for inclusion in the six month review of liquor restrictions, Kununurra and Wyndham

	Kununurra	Wyndham
Quantitative	<ul style="list-style-type: none"> • Police • Kununurra District Hospital • St John Ambulance • Waringarri • Shire of Wyndham East Kimberley 	<ul style="list-style-type: none"> • Police • Wyndham District Hospital • St John Ambulance • Ngnowar-Aerwah • Shire of Wyndham East Kimberley
Qualitative	<ul style="list-style-type: none"> • Police • Kununurra District Hospital • Kimberley Mental Health and Drug Service Team • Waringarri • Department for Child Protection • Department of Indigenous Affairs • Shire of Wyndham East Kimberley • Tourist Centre • Chamber of Commerce • Transport Companies • Australia Post • Kununurra Wyndham Accord 	<ul style="list-style-type: none"> • Police • Wyndham District Hospital • Kimberley Mental Health and Drug Service Team • Ngnowar-Aerwah • Department for Child Protection • Department of Education • Department of Indigenous Affairs • Women's and Men's Shelter • Transport Companies • Australia Post

In all material gathered for this report, no individuals are named and information is presented in a manner that represents perspectives and patterns of behaviour at a community level. Prior to the dissemination of any specific information, all respondents were provided with the opportunity to revise and comment on their contribution to the report.

Data Analysis

Quantitative data provided by agencies and service providers was transported into Excel for analysis. Alcohol-related incidents for each relevant dataset (i.e. hospital ED, police, SUCs) were reviewed for the time period of interest to identify trends pre and post-restriction.

Audio-recordings and written notes taken during interviews were transcribed and reviewed to identify key points in relation to the restriction.

Findings

Introduction

The following section presents the key quantitative and qualitative information gathered from agencies/services for inclusion in the 12 month review of liquor restrictions in Kununurra and Wyndham. During the consultation process, a number of common themes were identified that are more suitably classified as general community observations as opposed to agency/service-specific impacts of the restrictions. For this reason, the following section presents a series of key themes based on the opinions, personal experiences and observations of those living in Kununurra and Wyndham in relation to the impact of the restrictions at a community level. This will be followed by findings obtained from various agencies and services around the impact of the restrictions on alcohol-related indicators from an operational and outcomes perspective.

Community Observations

During interviews to ascertain the impact of restrictions on services, many of the respondents made comment on what they are observing as they go about their daily business as members of the Kununurra and Wyndham communities. Whilst this is not necessarily related to their role as a service provider within the community, the researchers believe that it is important to record the observations made.

The following information relates to common observations made by service providers and community groups. Information as to how the restrictions impact on service delivery is reported under specific agency headings later in this report.

A need for action

All respondents agreed that steps are needed to address the high levels of alcohol-related harm in the community and that, if seen to be effective, the majority of community members will be accepting of strategies to reduce harm. There was general agreement that the current liquor restrictions are not seen as being effective in reducing alcohol-related harm.

The majority of respondents commented that over the 12 months post-restriction, most community members have become accepting of the restrictions and are purchasing accordingly, but there remained a level of anger over the restrictions and perceptions of unfairness.

No take-away on Sundays

Both Kununurra and Wyndham are observed to be significantly quieter on Sundays post-restriction with fewer alcohol-related issues. Respondents observed that there is less litter and petty vandalism and fewer groups seen out on the streets intoxicated. Local government support this observation, noting that they are experiencing less litter and property damage on Sundays.

Human service providers noted that Mondays are now better days to access clients prior to them accessing alcohol.

The Kununurra Wyndham Accord introduced a voluntary Sunday take-away restriction in the months leading up to the mandated restrictions. The voluntary restriction was the same as the current mandated restriction, no take-away alcohol sales on a Sunday, and from agency observations, created the same net effect as the mandated restriction.

Public drinking and party houses

There are significantly fewer drinking camps in and around Kununurra and Wyndham post-restriction and the level of drinking in public spaces close to licensed venues has decreased. Many respondents also noted fewer people obviously intoxicated in the centre of town during the day. Several respondents noted that police have been very proactive in dispersing groups drinking in public post-restriction.

It is perceived that people previously drinking in public are now drinking in private residences, which has contributed to an increase in what is referred to as 'party houses'. Kununurra Police note that addressing issues emerging from the increase in party houses is a growing area of work for them. Some houses that were quiet pre-restriction are now venues for rowdy parties several nights a week. This is causing significant stress to neighbours and it is also believed to be contributing to the number of children on the streets at night who do not feel comfortable being in this disruptive environment.

Unsupervised youth

All respondents acknowledged that the issue of young people on the streets at night is not new. There is some discrepancy in relation to the number of young people out at night. Some respondents believed that the numbers have increased post-restriction while the majority felt that the numbers are similar to what it was pre-restriction, somewhere between 25 to 50 youth.

Agencies noted that numbers vary depending on the weather, with less youth on the streets at night during the Dry Season. Kununurra Police reported that of the youth on the streets at night, a core group of 10 to 15 are responsible for the majority of offences believed to be committed by this group.

The average age of people on the streets at night is believed to be between 13 and 14 years. One respondent said that they are seeing children as young as 10 out late at night and often see older youth pushing infants in prams.

While it is unclear if the numbers have increased post-restriction, antisocial behaviour attributed to this group appears to have escalated.

Take-away alcohol management

The Kununurra Wyndham Accord has proposed an alcohol purchasing system in their Accord document that was forwarded to the Director of Liquor Licensing for endorsement. The system, referred to as TAMS (take-away alcohol management system) uses an identification scan at take-away outlets to record the amount of alcohol purchased and prevent individuals from purchasing multiple amounts from different venues.

Most respondents believe the introduction of a TAMS style system would be a valuable tool to assist in addressing ongoing issues. Some concerns were expressed around the system's potential to further discriminate against Indigenous community members, but most people believed these issues could be worked through.

Restricted Premises

The use of the Liquor Restricted Premises Legislation under the *Liquor Control Act 1988* is seen as a positive and viable means of addressing issues associated with party houses, including the creation of safer environments for children. This legislation enables the owner or occupier of a private premise to apply to the Director of Liquor Licensing to have the premises declared restricted or 'dry' under the Act.

All respondents noted at least one instance where this legislation has recently been used in either Kununurra or Wyndham with great success. Many respondents believed that with enough houses taking on this restriction, there could be a real change in the community's attitudes to drunkenness as well as creating a network of safe houses for youth and the elderly.

Kununurra Services

Kununurra Police

Qualitative

Kununurra Police reported that there has been a substantial increase in tasking and a shift in the timing of issues to later in the evening post-restriction (February 2011 to January 2012) compared to the same period pre-restriction. In the 12 month post-restriction period, police have continued to focus on the prevention of public drinking and have been moving groups on that gather around the take-away alcohol venues. Police noted that another possible deterrent for street drinking was the prospect of having alcohol tipped out if offending and the inability to purchase more alcohol due to the restrictions.

There has been a notable decline in the number of verified assault offences recorded by Kununurra Police post-restriction. Several strategies, including the restrictions, but primarily the co-location of the Police/DCP Domestic Violence Program, were thought to have contributed to the reduction in assaults.

Increased staffing levels in response to the rise in population during the Warmun flood evacuation allowed police to effectively monitor and manage alcohol-related incidents in town during this period. Staffing levels in Kununurra have now returned to normal.

The impact of alcohol is thought to have lessened on Sundays as a direct result of the no take-away sales at this time of week, both in terms of tasking activity and the general visibility of alcohol in town. A positive flow-on effect is also noted on Mondays.

The existence of party houses in town remains an issue post-restriction. Police believe that the problem has increased from what it was pre-restriction and there has been some movement in the location of party houses, primarily shifting from the outskirts of town into the town. The majority of houses are generally contained in two areas of the Kununurra townsite.

Allegations of sly-grogging have continued post-restriction, and police have received a number of complaints around this activity. However, unlike illicit drugs which are illegal to possess, it is difficult to prove that an individual with alcohol is intending to sell it.

Quantitative

The WA Police provided statistical information regarding random breath testing (RBT) and resulting drink driving charges, police (CAD) tasking, assaults and domestic violence incidents and overall liquor infringements for the periods from February 2010 to January 2011 (pre-restriction) and February 2011 to January 2012 (post-restriction).

Road Traffic and Random Breath Testing (RBT)

There was a marginal decrease in the total number of RBTs conducted by Kununurra Police in the 12 month post-restriction period (7,116) compared with the corresponding pre-restriction period (7,252). The ratio of RBTs to drink driving charges also remained relatively stable at 38.99 to 1 pre-restriction (February 2010 to January 2011) and 40.66 to 1 post-restriction (February 2011 to January 2012).

Table 4. Random breath tests and resulting drink driving charges made by Kununurra Police, pre and post-restriction

	Feb 2010 – Jan 2011 Pre-restriction	Feb 2011 – Jan 2012 Post-restriction	
RBTs	7,252	7,116	-136
Drink Driving Charges	186	175	-11
Ratio	38.99:1	40.66:1	

General Police (CAD) Tasking

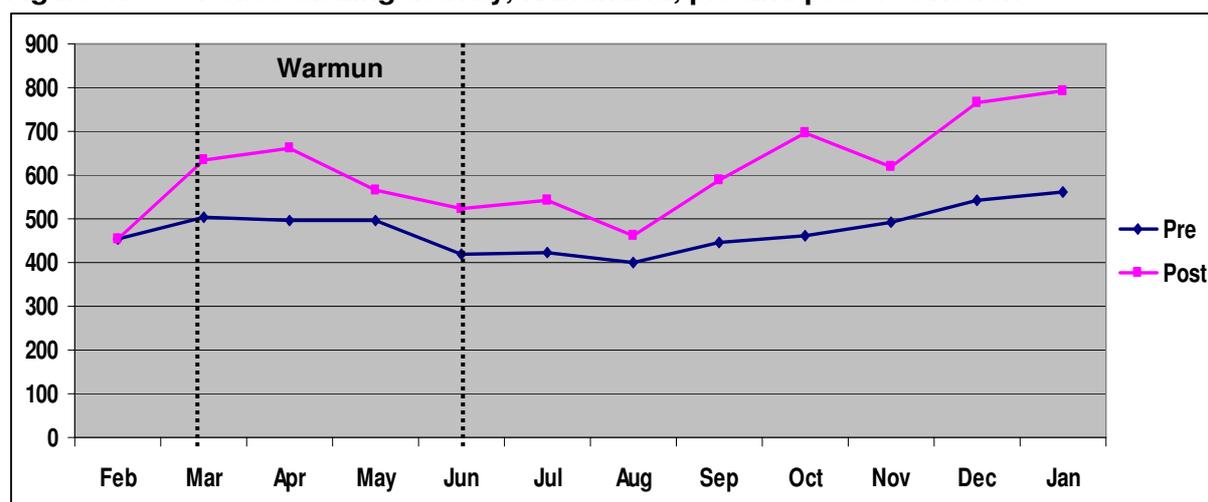
Any instance where police are called to attend to a situation by a member of the public or identify a situation whilst on patrol is recorded as a task.

It must be noted that the 12 month post-restriction period (February 2011 to January 2012) included four months when approximately 400 Warmun community members were residing in Kununurra (mid-March to mid-July 2011).

Overall, the statistics show a 22.1 percent increase in the number of tasks recorded by Kununurra Police in the 12 month period post-restriction (February 2011 to January 2012) compared with the same period pre-restriction (February 2010 to January 2011). Police have identified the main reason for the increase in CAD tasks being the increase in responding to late night issues arising from the higher number of party houses in the community post-restriction.

- A total of 5,694 CAD tasks were recorded pre-restriction, which increased by 1,613 tasks in the same period post-restriction (7,307 in total).

Figure 1. Police tasking activity, Kununurra, pre and post-restriction



Verified Assault Offences

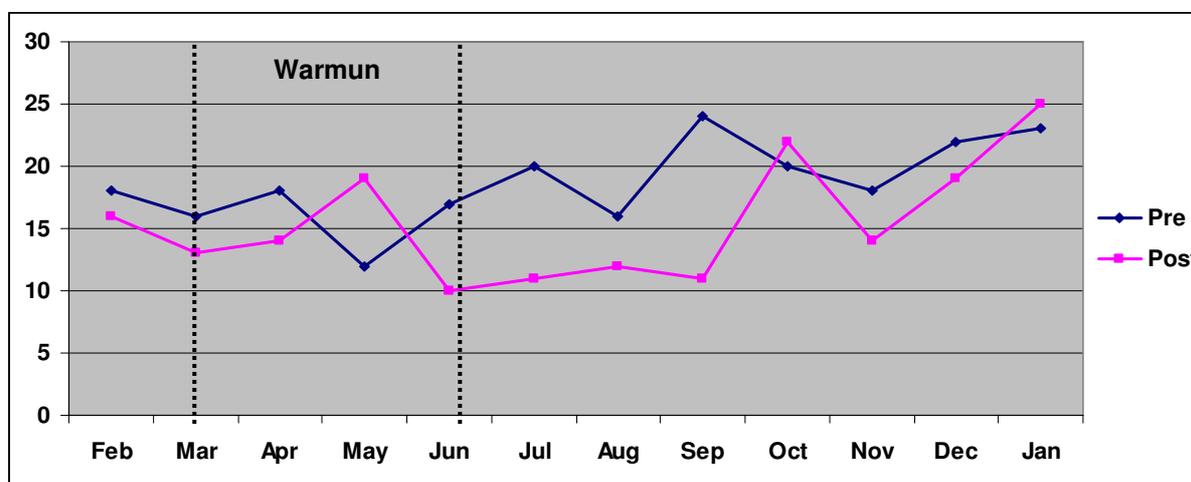
Since the introduction of the restrictions in February 2011, there has been an overall reduction in the total number of verified assault offences recorded by Kununurra Police.

- Over the 12 month post-restriction period (February 2011 to January 2012), the number of domestic and non-domestic assaults fell by 12.2 percent, from 296 pre-restriction to 260 post-restriction.

Similar declining trends were observed in relation to alcohol-related assault offences in the first 12 months of the restrictions.

- From February 2011 to January 2012 (post-restriction), the total number of alcohol-related domestic and non-domestic assaults fell by 17.0 percent, from 224 pre-restriction to 186 post-restriction.

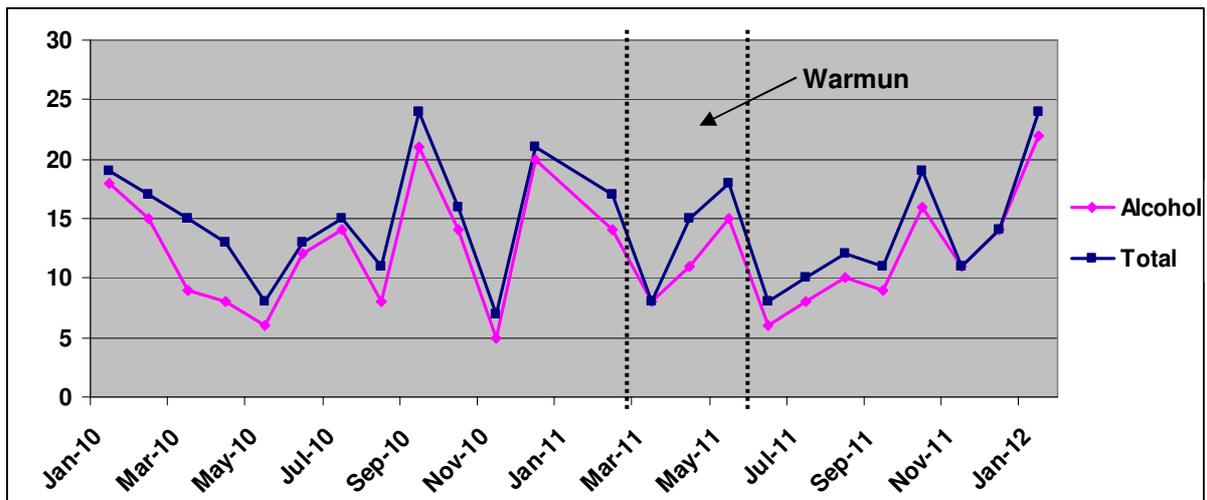
Figure 2. Alcohol-related assault offences reported to the Kununurra Police, pre and post-restriction



For domestic assaults, the number of cases reported to the Kununurra Police remained similar in the pre and post-restriction periods.

- There were a total of 167 domestic assault offences recorded in the 12 month post-restriction period, 12 fewer than were recorded for the same period pre-restriction
- The proportion of alcohol-related domestic assaults remained high post-restriction. Out of the 167 total domestic assaults recorded, 86.2 percent were alcohol-related (144 alcohol-related). This was comparable with the pre-restriction period, where 83.8 percent of domestic assaults were alcohol-related (150 out of 179 total domestic assaults).

Figure 3. Total and alcohol-related domestic violence assault offences reported to the Kununurra Police, pre and post-restriction



Kununurra District Hospital

Qualitative

Staff from Kununurra Hospital noted that there has been no significant change in the number of people presenting to the emergency department (ED) for alcohol-related issues since the restrictions were introduced. However, it was also noted that the number of ED presentations recorded as alcohol-related under-represents the true extent of the problem as it does not capture all presentations where alcohol was a contributing factor.

Presentations are generally occurring later at night post-restriction, with an increase in alcohol-related presentations experienced at around 2:00am, particularly on Thursdays and Fridays. The shift in the timing of presentations is thought to coincide with the later availability of full-strength alcohol.

The no take-away alcohol on Sundays has had a positive impact on hospital admissions, with less people presenting to the ED intoxicated at this time of the week.

The severity of alcohol-related cases presenting to the ED is not believed to have changed substantially from the pre-restriction period, as is indicated in the triage coding. However, it was noted that nursing staff received training on triage coding during the post-restriction period, which may have impacted on the way that presentations are classified compared to before the training.

An ongoing concern for hospital staff post-restriction is the time and resources being dedicated to alcohol-related issues, which is having a detrimental impact on the quality of service provided to other patients. Hospital staff noted that the lack of alternative options to accommodate people who present to the hospital intoxicated but not requiring hospital treatment is an ongoing issue. In some instances the hospital is forced to admit intoxicated people, thereby placing additional pressure on staff and resources. Staff noted their desire to establish a closer partnership with the SUC and Night Patrol to better deal with intoxicated people presenting to the hospital who did not require overnight admittance.

There has been no noticeable change in illicit drug-related ED admissions over the 12 month post-restriction period.

A positive outcome from the restriction is a noticeable increase in community awareness around the harmful effects of alcohol. Hospital staff believe the restriction has facilitated a clear attitudinal shift towards the unacceptability of alcohol and its associated problems in town. The use of the Restricted Premises Legislation during the post-restriction period is also thought to have contributed to these changes.

Quantitative

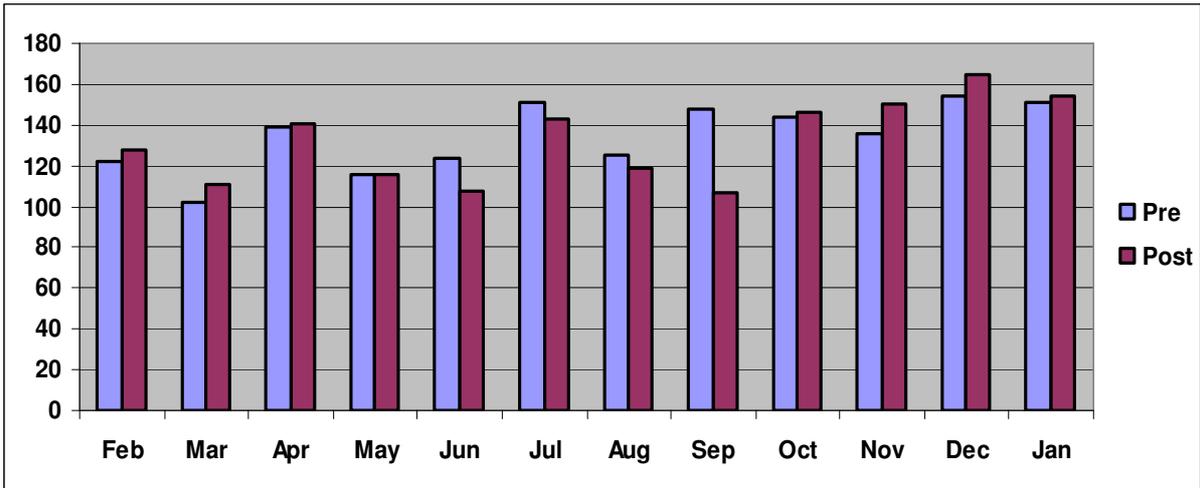
The WA Country Health Service (WACHS) provided data on emergency department (ED) presentations and triage codes for ED presentations to Kununurra Hospital from February 2010 to January 2012.⁴

Alcohol-related Emergency Department Presentations

Since the restrictions were introduced in February 2011, there has been little change in the number of alcohol-related ED presentations to the Kununurra Hospital.

- In the 12 month period post-restriction (February 2011 to January 2012), the number of alcohol-related presentations to the Kununurra ED fell by 24 compared with the same period pre-restriction (February 2010 to January 2011), from 1,612 pre-restriction to 1,588 post-restriction.

Figure 4. Alcohol-related ED presentations to Kununurra Hospital, pre and post-restriction

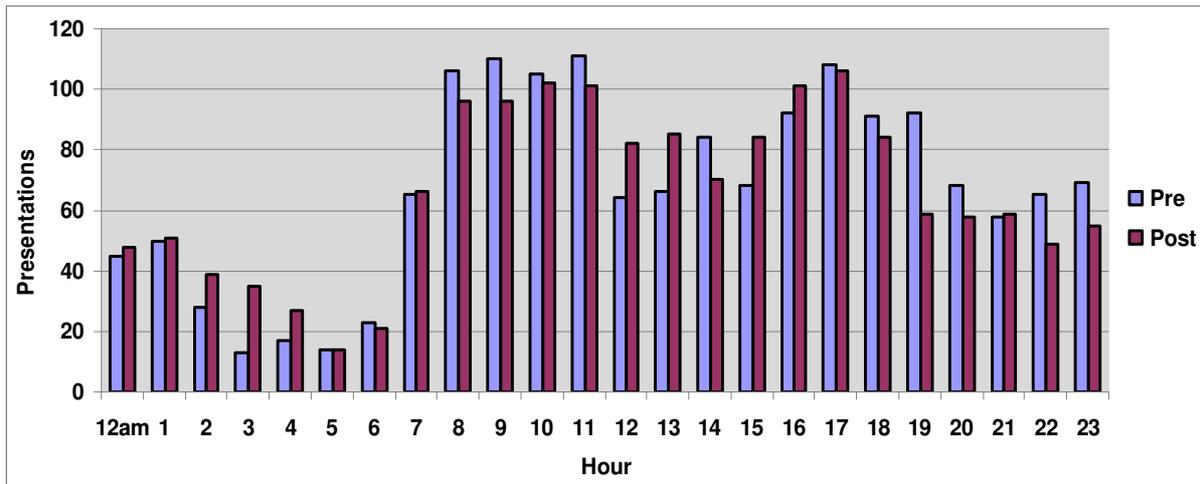


⁴ The data on emergency department (ED) presentations were taken from the HCARE data system, which is used in many West Australian hospitals. The HCARE data system categorises presentations to the ED by Major Diagnostic Category (MDC). There is no independent category within which all alcohol-related presentations are recorded. While alcohol may be a contributing factor to a presentation, presentations to the ED are recorded according to the primary condition requiring treatment. This results in under-reporting of alcohol-related presentations. For example, a patient presenting with a broken jaw as a result of an alcohol-related fight will be recorded as an 'injury' and not an 'alcohol-related injury'. For use in this report, the ED data grouped under 'alcohol-related presentations' is drawn from two MDCs that commonly feature alcohol-related presentations i.e. 'Alcohol/Drug Use' and 'Injury/Poison/Toxic Drug Effect'. The category 'Alcohol/Drug Use' primarily records those presenting for acute alcohol or drug intoxication, which is the reason why the figures are very low. These figures are indicative only and should be considered in the context of other data presented in this report.

While there was little change in the total number of presentations to the Kununurra ED, the timing of presentations fluctuated over the pre and post-restriction periods.

- There were 46 more presentations recorded from midnight to 7:00am post-restriction compared with the same time pre-restriction (255 pre-restriction and 301 post-restriction).
- Of these 46 additional presentations, 43 occurred between the hours of 2:00am and 4:00am.

Figure 5. Alcohol-related ED presentations to Kununurra Hospital by time of day, pre and post-restriction



Triage Categories

All WA ED presentations are classified into one of five triage categories according to their severity and the urgency of treatment - from category 1 as the most urgent through to category 5 as the least urgent.

The majority of alcohol-related presentations fall under triage categories 4 and 5. Table 5 provides a pre and post-restriction comparison of alcohol-related presentations to the Kununurra ED according to triage code.

- From February 2011 to January 2012 (post-restriction), the number of alcohol-related presentations classified as category 3 and 4 increased by 14.2 percent (47 presentations) and 10.8 percent (82 presentations) respectively compared with the corresponding pre-restriction period (February 2010 to January 2011).
- Category 5 presentations dropped by 25.7 percent post-restriction, from 569 pre-restriction to 423 post-restriction.
- The number of alcohol-related presentations classified as category 2 remained stable pre and post-restriction (80 and 75 respectively). One presentation was classified as category 1 post-restriction (February 2011 to January 2012) compared with three in the same period pre-restriction.

Table 5. Alcohol-related ED presentations classified by triage category at Kununurra Hospital, pre and post-restriction

Triage Category	February 2010 - January 2011 Pre-restriction	February 2011 - January 2012 Post-restriction	Difference Pre / Post
1	3	1	-2
2	80	75	-5
3	285	332	+47
4	675	757	+82
5	569	423	-146
Total	1,612	1,588	-24

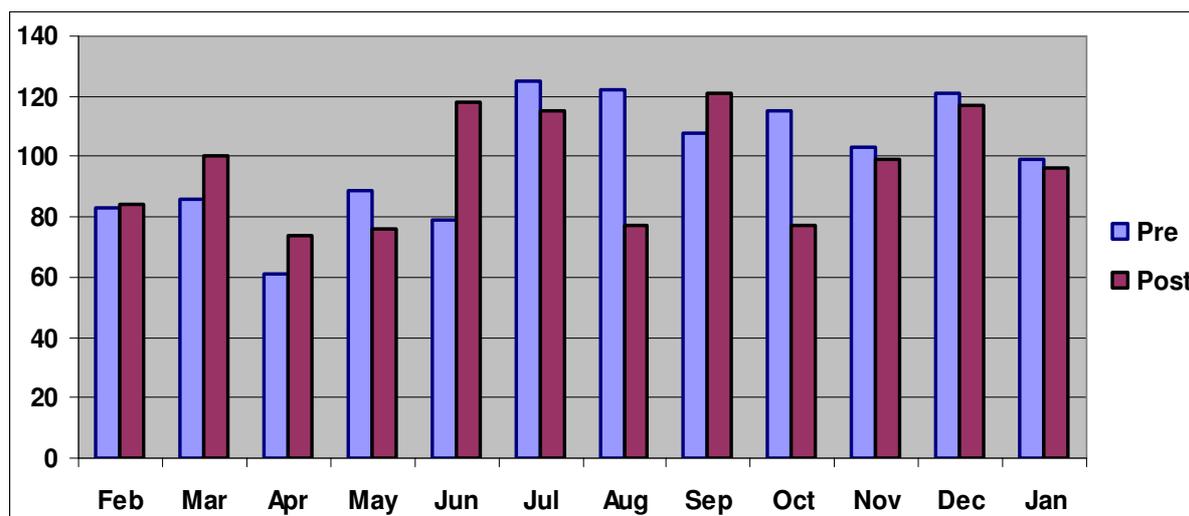
St John Ambulance - Kununurra

St John Ambulance provided data on total callouts recorded in Kununurra for the period of February 2010 to January 2012 (pre and post-restriction).

There was no significant change in the total number of callouts recorded pre and post-restriction.

- From February 2010 to January 2011 (pre-restriction), there were a total of 1,191 ambulance callouts recorded in Kununurra. This decreased by 37 callouts in the same period post-restriction (1,154 in total).

Figure 6. Ambulance callouts, Kununurra, pre and post-restriction



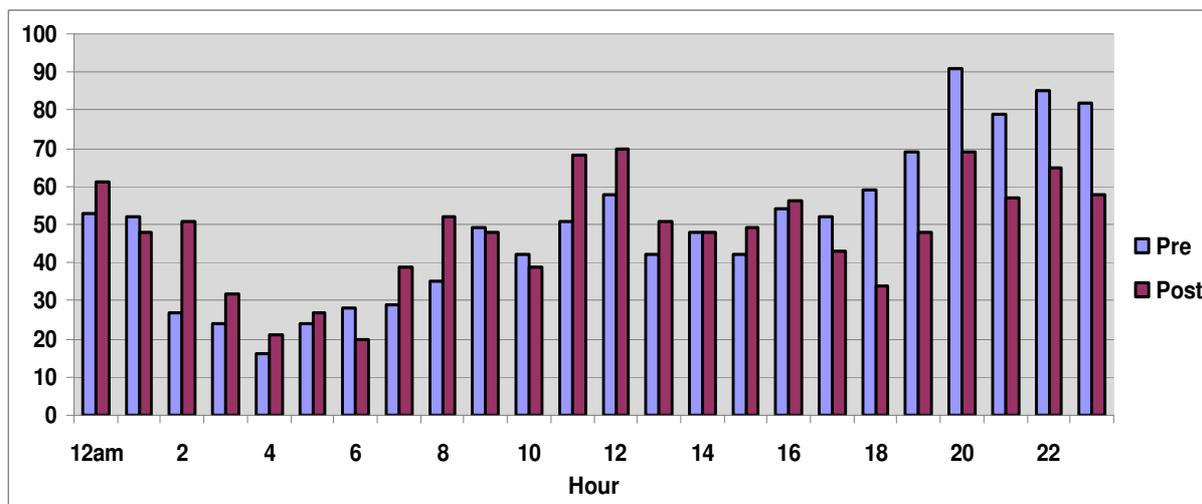
The time of day in which ambulance callouts were recorded showed a notable shift between the pre and post-restriction periods.

- For the 12 hour period from 12 midnight to 12 noon, there were 76 more callouts recorded in the post-restriction period (February 2011 to January 2012) when

compared to the same period pre-restriction (430 callouts pre-restriction and 506 callouts post-restriction).

- The greatest increase in callouts occurred at 2:00am, with almost two-times the number of callouts completed post-restriction (27 callouts pre-restriction to 51 post-restriction). This trend appears consistent with the timing of presentations to the Kununurra ED.
- The number of callouts completed between 12 noon and 12 midnight fell by 14.8 percent (113 callouts) post-restriction, from 761 callouts pre-restriction to 648 post-restriction.
- There was a drop of 64 callouts recorded between 8:00pm and 11:00pm post-restriction when compared to pre-restriction (255 callouts pre-restriction and 191 callouts post-restriction).

Figure 7. Ambulance tasks by time of day, Kununurra, pre and post-restriction



Waringarri Sobering Up Centre and Night Patrol Services

Qualitative

Figures from the Waringarri Aboriginal Corporation Sobering Up Centre (SUC) show a significant decrease in presentations for the 12 month period post-restriction (February 2011 to January 2012) when compared to the same period pre-restriction (February 2010 to January 2011). However, Waringarri staff note that this decrease is most likely due to recent changes in staff and the resulting limitations in opening hours of the SUC post-restriction than the restrictions themselves.

Both the Night Patrol and the SUC have experienced significant turnover of staff recently, which has had an unsettling effect. Waringarri note that staff numbers are now settling and there is more consistency in the patrol and the SUC.

Restrictions on the hours of sale of full-strength alcohol seem to have created two waves of people seeking to access the SUC. One group presents late afternoon to early evening (4:00pm to 6:00pm) and consists of those who have been consuming mainly mid-strength alcohol. This group is usually easy to work with and generally fill the spaces available in the SUC. A second group of people present later in the evening (approximately 9:00pm to 10:00pm) and comprise those who have been drinking mainly full-strength alcohol. The second wave of people presents a significant concern due to the limited capacity to accommodate them later at night. It was also noted that the later group are more aggressive

and the police are often called to deal with issues arising when people cannot be admitted to the SUC.

It was also noted that SUC staff are having to regularly deal with homeless people coming through the SUC, but priority is always given to intoxicated clients.

The Miriwoong Night Patrol continues to operate post-restriction but hours of operation during this period have changed according to demand on the streets. A shift in drinking from public spaces to houses is supported by lower demand for the Patrol later at night. Pre-restriction, the Night Patrol operated from 5:00pm to 1:00am. Shortly after the introduction of the restrictions, the Patrol changes its hours of operation to 2:00pm to 10:00pm to meet the expected change in demand. This lasted for approximately three weeks before the Patrol went back to its original hours.

Concerns were expressed in relation to taxi drivers reportedly exploiting local community members post-restriction. There are allegations of sly-grogging by taxi drivers, but this is difficult to prove as people are hesitant to come forward.

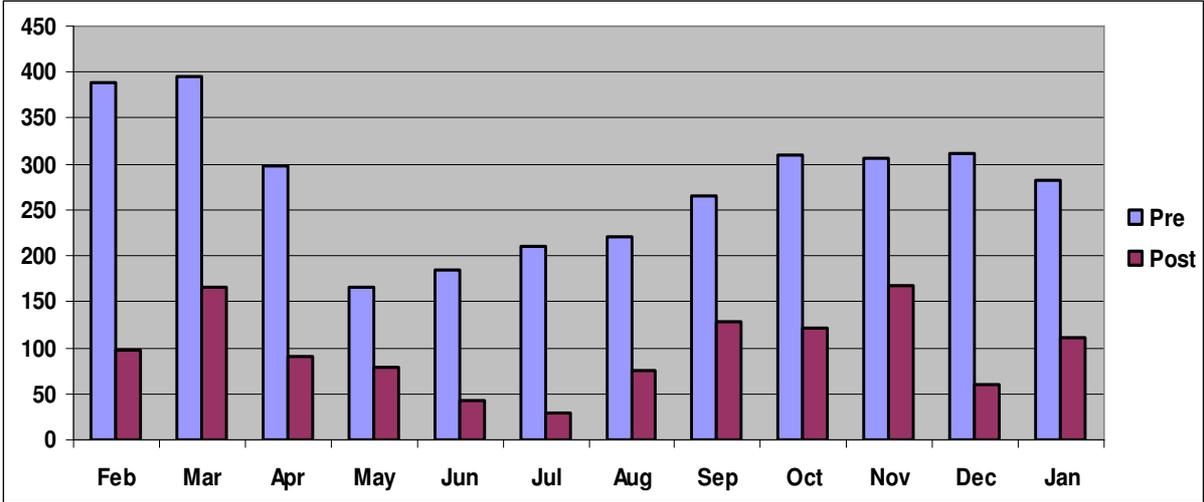
Overall, community members are engaging well in the range of programs offered by Warringarri. Staff noted that while they are unsure of the contribution of the restrictions to program success, greater levels of engagement during the day are thought to have occurred post-restriction.

Quantitative

The Warringarri SUC provided presentation data for the 12 month period pre-restriction (February 2010 to January 2011) and the corresponding period post-restriction (February 2011 to January 2012).

- The total number of admissions to the Warringarri SUC decreased by 65 percent, from 3,337 pre-restriction to 1,169 post-restriction.⁵

Figure 8. Presentations to Kununurra Sobering Up Centre, pre and post-restriction

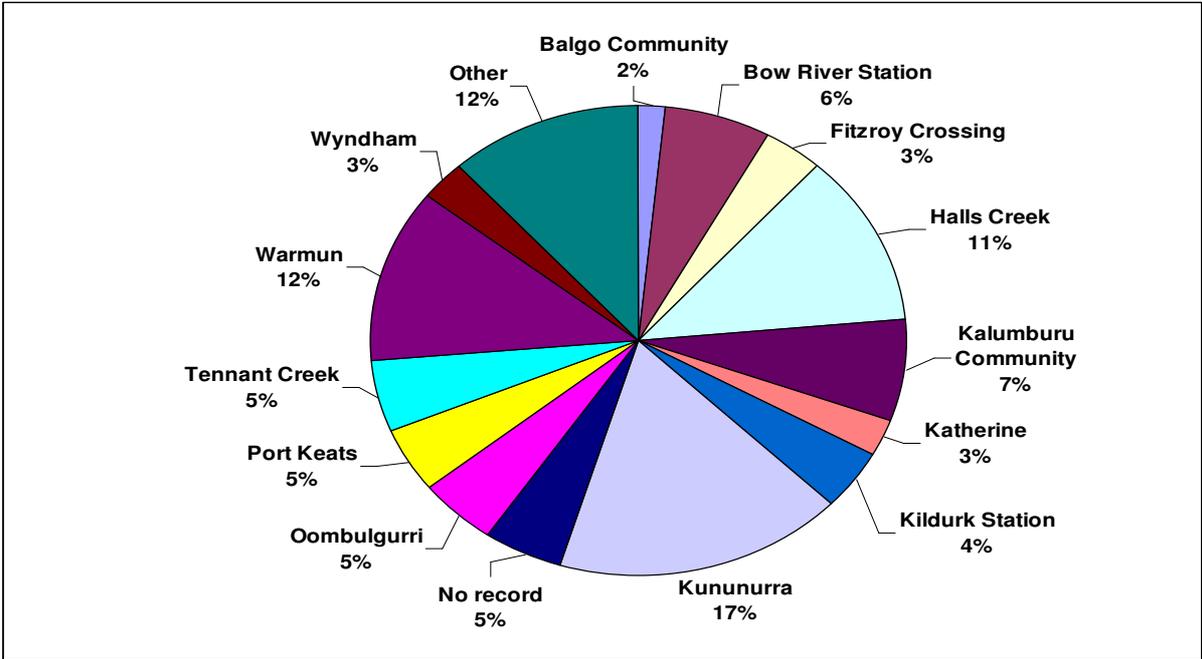


Information collected on the home community of people presenting to the Kununurra SUC showed that, of the 3,337 presentations for the pre-restriction period (February 2010 to January 2011), 17 percent listed Kununurra as their home community. For the same period, Warmun and Halls Creek residents were the next most frequent users of the facility (12 percent and 11 percent respectively), followed by Kalumburu at seven percent and Bow

⁵ As stated previously, the reduction in presentations may be more reflective of staff changes resulting in the SUC often being closed rather than as a result of the restrictions.

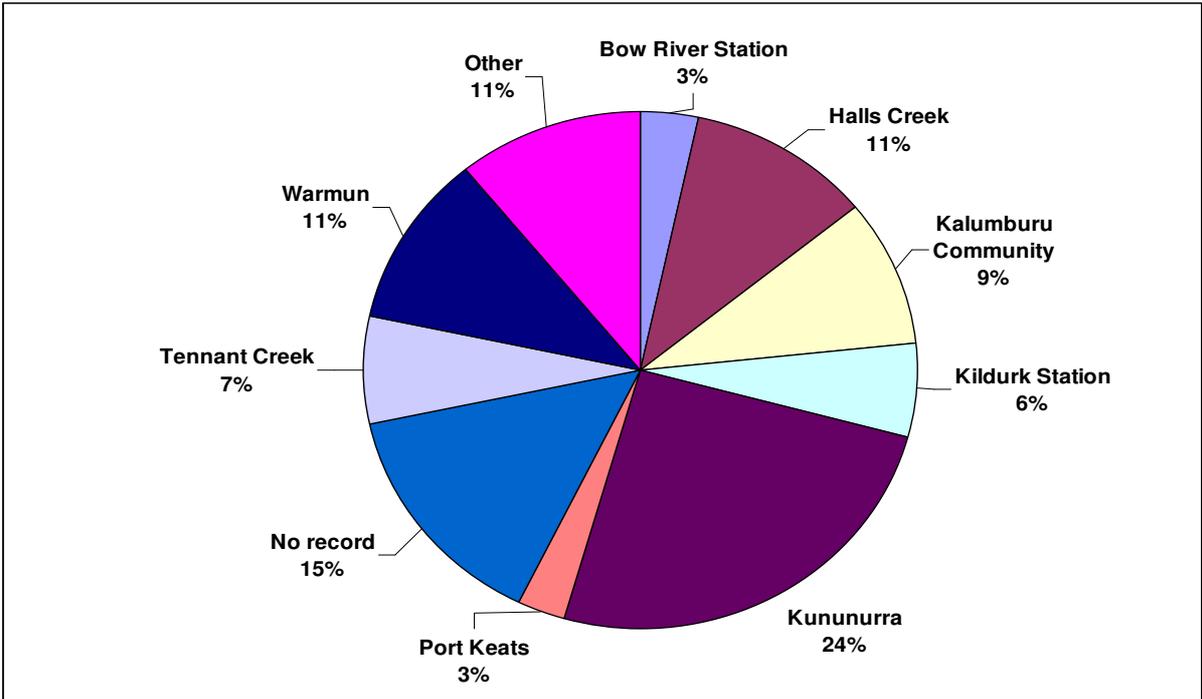
River Station at six percent. Five percent of presentations did not list a home community on their presentation form.

Figure 9. Kununurra Sobering Up Centre total presentations by location, pre-restriction



Of the 1,169 presentations recorded in the post-restriction period (February 2011 to January 2012), approximately one quarter (24 percent) were Kununurra residents and both Warmun and Halls Creek residents contributed to 11 percent of admissions. There were no residential details included on 15 percent of admission records.

Figure 10. Kununurra Sobering Up Centre total presentations by location, post-restriction



Kununurra Visitor Centre

Staff from the Kununurra Visitor Centre believe that the restrictions have not had a significant impact on tourism in the first 12 months of implementation. There has been a slight decrease in visitor numbers compared to previous years, but this is attributed more to the state of the world economy rather than the restrictions.

The majority of tourists engaging with the Visitor Centre state that they are accepting and supportive of the fact that something is being done to address alcohol-related issues. Those who do voice frustration in relation to the restrictions are generally unaware of them prior to arriving in the community. However, once explained the majority accept the need for the restrictions and support their continuation.

Since the restrictions have been introduced, the Visitor Centre has engaged in active awareness raising strategies to ensure the majority of tourists know about the restrictions before entering town. Information on the restrictions is now included in all information packages and glove box guides distributed by the Visitor Centre.

Staff from the Visitor Centre believe the restrictions provide a positive marketing strategy as it demonstrates a town that is proactive in addressing issues to create a safer environment. Positive tourist experiences were also captured in a Visitor's Survey undertaken over several months of the 2011 dry season (post-restriction). Of the 151 surveys completed, 96 percent of respondents said they would recommend Kununurra as a tourist destination and 94 percent would visit the town again.

Save the Children Australia and Kununurra Youth Night Patrol

Save the Children Australia commenced the Kununurra Youth Night Patrol (KYNP) service in January 2012 in response to the high number of youth seen on the streets at night. While the information gathered provides only a two-month post-restriction snapshot of issues relating to youth on the streets (January to February 2012), it provides valuable context for this report.

The KYNP operates three nights per week (Friday, Saturday and either Thursday or Sunday), typically between the hours of 10:00pm to 2:30am. Friday is generally the busiest night for the patrol. The KYNP is staffed mostly by local Aboriginal youth workers.

The average number of youth picked up by the KYNP ranges from 20 on a normal night to more than 50 on busy nights. In general, weather conditions and the scheduling of events in town are thought to have the greatest impact on the number of youth on the streets at night. The average age of youth picked up is estimated to be between 10 to 15 years, with the youngest child recorded at four years. Anecdotally, the number of youth aged under 10 years who are street present has declined since the start of the KYNP.

While KYNP workers cannot comment directly on the impact of the restrictions on the number of youth on the streets, they did note that parents and other adults drinking at home is often a trigger for young people to leave but it is not the only reason young people are on the streets. The social aspect of being on the streets with friends is a significant drawcard for many.

Finding suitable accommodation to drop youth at is often difficult. Young people are asked to nominate a house to be dropped off at and often it is considered high risk and adult supervision is poor or absent. In many cases, youth simply make their way back on to the streets. Although KYNP staff have observed several incidents of fighting and family feuding since operation began, it is noted that the majority of youth on the streets at night do not cause trouble and are often seen engaging in harmless activities such as playing sport.

In its two months of operation, the KYNP has established an effective collaboration with police, whereby patrol staff will be contacted if there are any youth being held at the station. The patrol will then pick the youth up and take them home.

In addition to the KYNP, staff from other programs run by Save the Children Australia note that there has been a shift in the timing of drinking within homes post-restriction. Before the restrictions were introduced, workers who supervised the Waringarri Chilling Space would take young people home at approximately 8:30/9:00pm, at which time most of the drinking had finished and the houses were relatively quiet. Post-restriction, drinking was only just beginning when the young people were dropped off and it appeared much more disruptive.

Workers also believe that there has been an increase in sly-grogging within town post-restriction, which has subsequently increased the availability to alcohol for underage youth.

Wyndham Services

Wyndham Police

Qualitative

Wyndham Police noted that alcohol-related issues are not currently causing significant problems in town. The restrictions are believed to provide an additional layer of support to the already proactive approach taken by police in addressing alcohol-related issues.

The presence of drinking camps around town has decreased and is no longer considered a major issue. Police noted that they have made a concerted effort to target street drinking during the post-restriction period.

Restrictions on the hours of sale of full-strength alcohol are thought to have had minimal impact on drinking levels and associated harms. However, restrictions on the daily quantity of alcohol that can be purchased are thought to have had a positive change in reducing harm.

The introduction of no take-away sales on Sundays is believed to have had the greatest impact on reducing problems associated with alcohol in Wyndham. Police tasking activity and the general visibility of alcohol in public on Sundays has reduced substantially post-restriction. The introduction of the Restricted Premises Legislation is also strongly supported as it provides a further avenue to reduce high levels of drinking within houses.

Quantitative

The WA Police provided statistical information regarding random breath testing (RBT) and resulting drink driving charges, police (CAD) tasking, assaults and domestic violence incidents and overall liquor infringements for the period from February 2010 to January 2011 (pre-restriction) and February to January 2012 (post-restriction).

Road Traffic and Random Breath Testing (RBT)

A total of 1,920 RBTs were conducted by Wyndham Police from February 2011 to January 2012 (post-restriction), 196 more than the corresponding pre-restriction period (1,724). There was a 36.8 percent reduction in the number of drink driving charges post-restriction (57 pre-restriction and 36 post-restriction).

The ratio of RBTs to drink driving charges pre-restriction was 30.25 to 1 (1,724 RBTs resulting in 57 drink driving charges). The ratio improved to 53.33 to 1 in the 12 month post-restriction period (1,920 RBTs resulting in 36 drink driving charges).

Table 6. Random breath tests and resulting drink driving charges made by Wyndham Police, pre and post-restriction

	Feb 2010 – Jan 2011 Pre-restriction	Feb 2011 – Jan 2012 Post-restriction	
RBTs	1,724	1,920	+196
Drink Driving Charges	57	36	-21
Ratio	30.25:1	53.33:1	

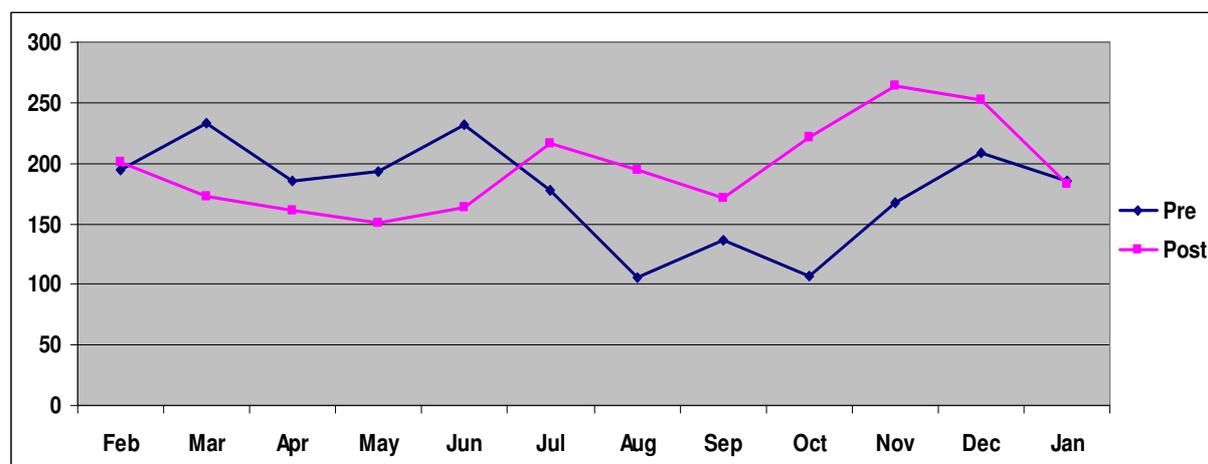
General Police (CAD) Tasking

Any instance where police are called to attend to a situation by a member of the public or identify a situation whilst on patrol is recorded as a task.

Wyndham Police recorded an overall decrease in tasking activity of 9 percent post-restriction compared with the same period pre-restriction.

- From February 2011 to January 2012 (post-restriction), 2,126 CAD tasks were recorded, 226 less than for the same period pre-restriction (2,352 tasks).

Figure 11. Police tasking activity, Wyndham, pre and post-restriction

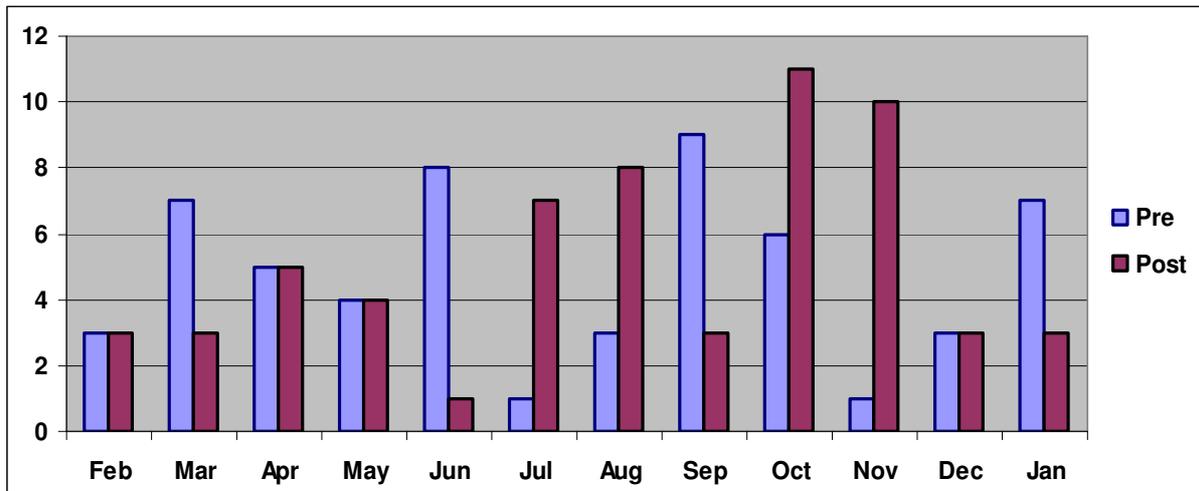


Verified Assault Offences

Since the introduction of the restrictions in February 2011, the total number of combined domestic and non-domestic assault offences recorded by Wyndham Police remained relatively stable.

- From February 2010 to January 2011 (pre-restriction), 72 verified domestic and non-domestic assault offences were recorded. This increased marginally to 75 for the same period post-restriction.
- The number of alcohol-related assault offences also remained relatively stable, with 57 incidents recorded pre-restriction and 61 in the 12 month post-restriction period. The number of alcohol-related incidents ranged from one incident to nine incidents per month in the pre-restriction period and from one incident to 11 incidents per month in the post-restriction period.

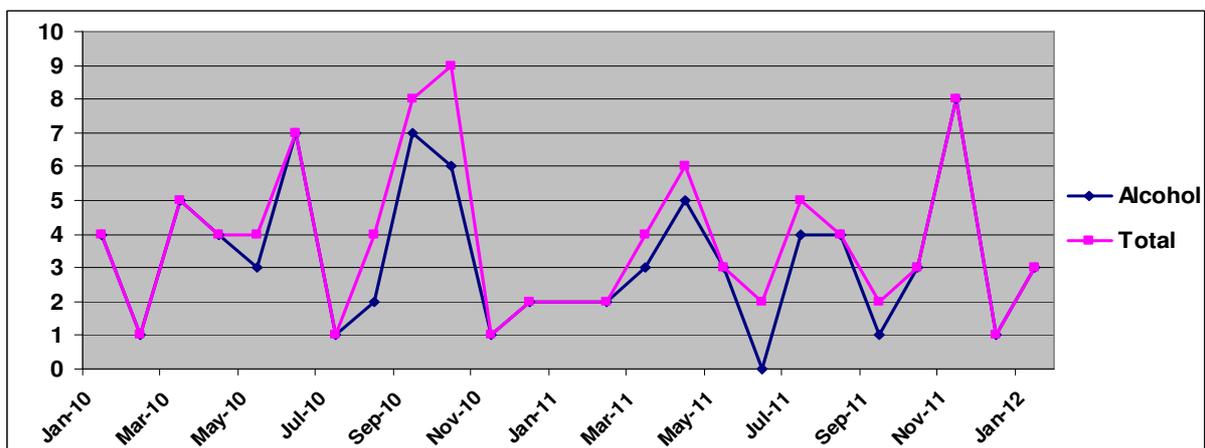
Figure 12. Alcohol-related assault offences reported to the Wyndham Police, pre and post-restriction



For domestic assaults alone, there was a 14 percent reduction in the number of cases reported to the Wyndham Police post-restriction (February 2011 to January 2012) compared with the corresponding period pre-restriction.

- A total of 43 domestic assault offences were recorded in the 12 month period post-restriction, compared with 50 offences pre-restriction.
- The proportion of alcohol-related domestic assault offences in both the pre and post-restriction periods remained high at 86 percent. Pre-restriction, 43 out of 50 verified domestic assault offences were alcohol-related and 37 out of 43 domestic assault offences were alcohol-related in the post-restriction period.

Figure 13. Total and alcohol-related domestic violence assault offences reported to the Wyndham Police, pre and post-restriction



Wyndham District Hospital

Qualitative

The closure and subsequent relocation of the Oombulgurri community (between September and December 2011) is believed to have had some impact on the number of alcohol-related presentations to the Wyndham ED post-restriction. Taking this into consideration, hospital

staff agreed that the restrictions themselves have not had an obvious impact on ED presentations in the first 12 months of implementation.

Alcohol-related presentations were described as intermittent, with the majority of people presenting to the hospital with chronic conditions associated with long term use of alcohol. The number of acute alcohol-related ED presentations before and after the restrictions does not pose a significant concern for staff.

Alcohol-related presentations on Sundays post-restriction are noticeably quiet, but Sundays pre-restriction were also fairly quiet.

Overall, introducing dry days and restrictions on the hours of sale and volume of alcohol that can be purchased were all considered worthy elements of the current restrictions. Also, empowering citizens to restrict alcohol use on their property as part of the Restricted Premises Legislation was regarded as the best response to have happened recently to reduce alcohol-related harm.

Quantitative

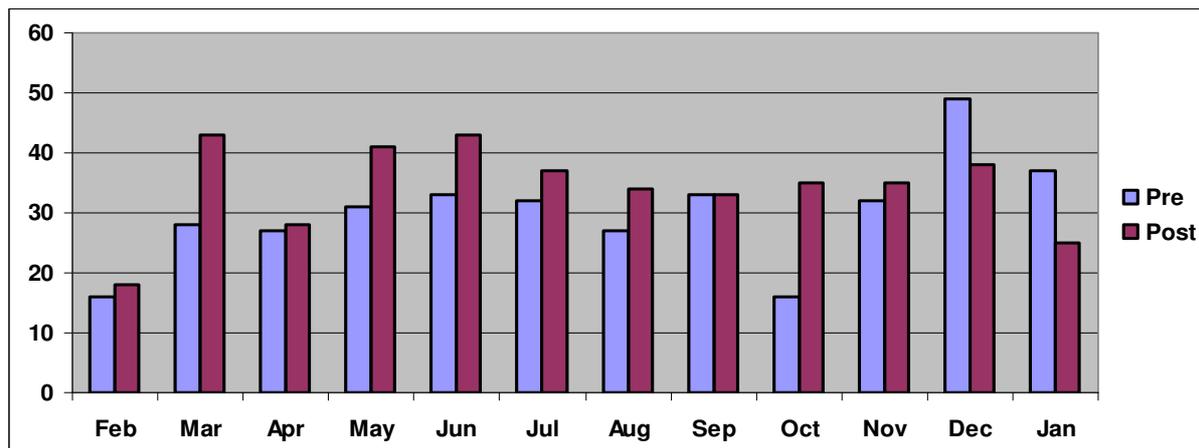
The WA Country Health Service (WACHS) provided data on ED presentations and triage codes for ED presentations to the Wyndham District Hospital from February 2010 to January 2012.⁶

Alcohol-related Emergency Department Presentations

For the 12 month period from February 2011 to January 2012 (post-restriction), the number of alcohol-related presentations to the Wyndham Hospital ED increased by 12 percent compared with the same period pre-restriction.

- There were 49 more alcohol-related presentations recorded at Wyndham ED post-restriction (February 2011 to January 2012) than for the same period pre-restriction (361 pre-restriction and 410 post-restriction).

Figure 14. Alcohol-related ED presentations to Wyndham Hospital, pre and post-restriction

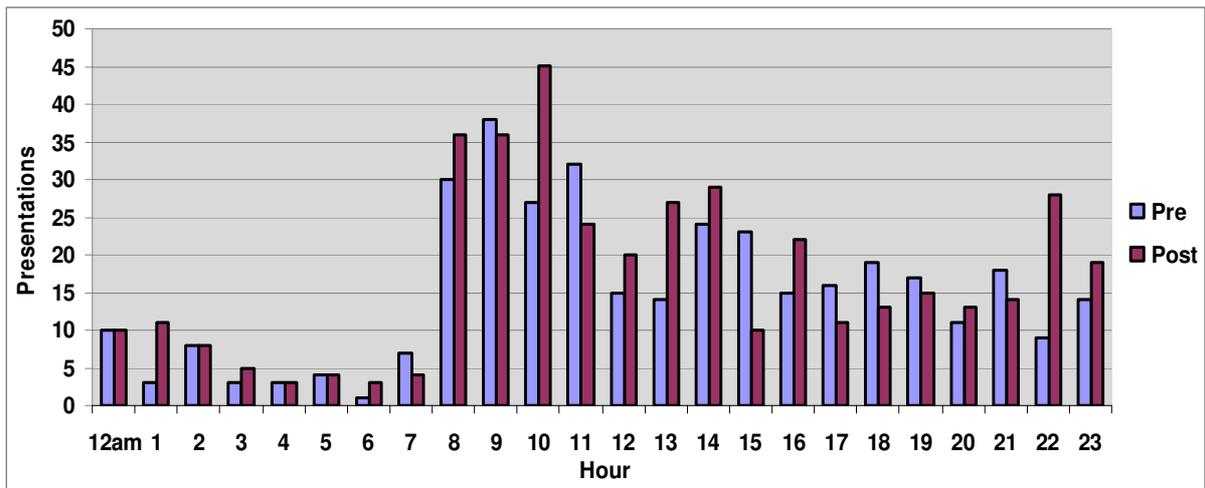


⁶ The data on emergency department (ED) presentations were taken from the HCARE data system, which is used in many West Australian hospitals. The HCARE data system categorises presentations to the ED by Major Diagnostic Category (MDC). There is no independent category within which all alcohol-related presentations are recorded. While alcohol may be a contributing factor to a presentation, presentations to the ED are recorded according to the primary condition requiring treatment. This results in under-reporting of alcohol-related presentations. For example, a patient presenting with a broken jaw as a result of an alcohol-related fight will be recorded as an 'injury' and not an 'alcohol-related injury'. For use in this report, the ED data grouped under 'alcohol-related presentations' is drawn from two MDCs that commonly feature alcohol-related presentations i.e. 'Alcohol/Drug Use' and 'Injury/Poison/Toxic Drug Effect'. The category 'Alcohol/Drug Use' primarily records those presenting for acute alcohol or drug intoxication, which is the reason why the figures are very low. These figures are indicative only and should be considered in the context of other data presented in this report.

The timing of alcohol-related presentations to the Wyndham ED peaked between the hours of 8:00am and 11:00am during both the pre and post-restriction periods (127 pre-restriction and 141 post-restriction).

- There was a particular peak in presentations recorded at 10am post-restriction, increasing from 27 pre-restriction to 45 post-restriction.
- The number of presentations recorded between the hours of 12:00am and 7:00am were substantially lower pre and post-restriction at 39 and 48 presentations respectively compared to presentations recorded from 8:00am to 11:00am.

Figure 15. Alcohol-related ED presentations to Wyndham Hospital by time of day, pre and post-restriction



Triage Categories

All WA ED presentations are classified into one of five triage categories according to their severity and the urgency of treatment - from category 1 as the most urgent through to category 5 as the least urgent.

The majority of alcohol-related presentations fall under triage categories 4 and 5.

- From February 2011 to January 2012 (post-restriction), the number of alcohol-related presentations classified as category 4 increased by 41.8 percent (82 presentations) compared with the corresponding pre-restriction period. There was also a marginal increase of 12 presentations in category 3 codes, from 56 presentations pre-restriction to 68 post-restriction.
- Category 5 presentations decreased by 21.8 percent in the 12 months post-restriction period, from 174 to 136 presentations.
- The number of presentations classified as category 1 (most urgent) fell from five presentations pre-restriction to nil in the post-restriction period. Category 2 presentations remained relatively stable pre and post-restriction (12 and 10 respectively).

Table 7. Alcohol-related ED presentations classified by triage category at Wyndham Hospital, pre and post-restriction

Triage Category	February 2010 - January 2011 Pre-restriction	February 2011 - January 2012 Post-restriction	Difference Pre / Post
1	5	0	-5
2	12	10	-2
3	56	68	12
4	114	196	82
5	174	136	-38
Total	361	410	49

St John Ambulance - Wyndham

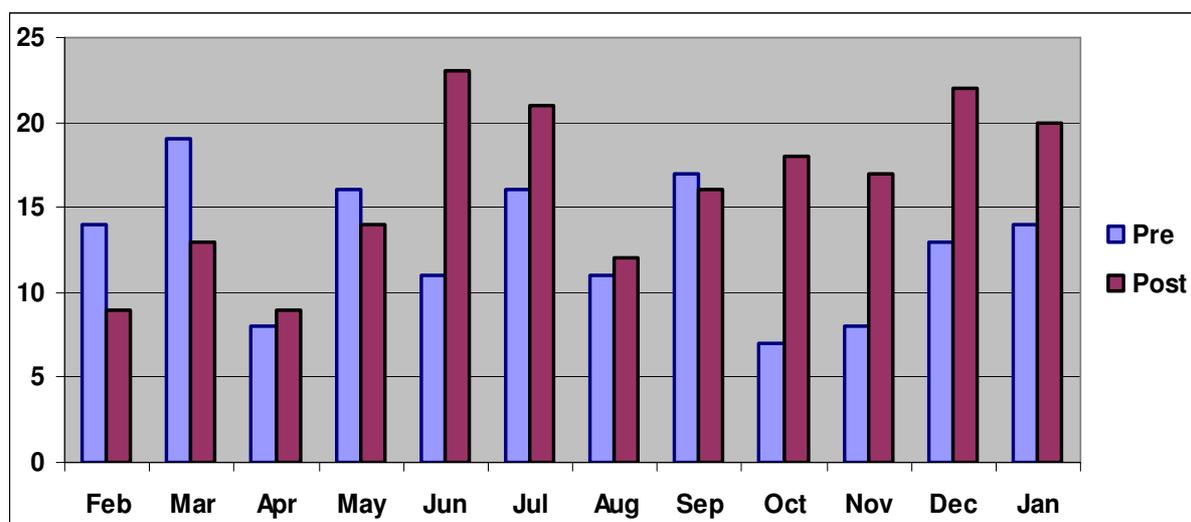
St John Ambulance provided data on total callouts recorded in Wyndham for the two year period from February 2010 to January 2012 (pre and post-restriction) and callouts where alcohol was identified as a contributing factor.

Quantitative

Overall, there was a substantial increase in the number of callouts attended to by St John Ambulance Wyndham in the 12 month post-restriction period.

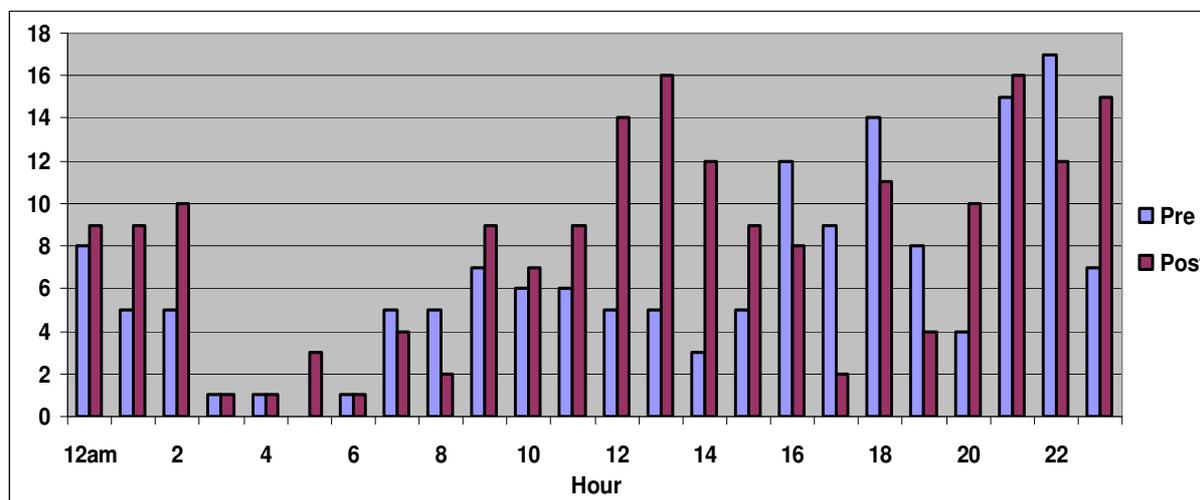
- From February 2010 to January 2011 (pre-restriction), there were 154 callouts completed in Wyndham. This increased by 40 callouts (20.6 percent) in the same period post-restriction (194 in total).
- The number of callouts where alcohol was recorded as a contributing factor remained small (2 pre-restriction and 1 post-restriction).

Figure 16. Ambulance callouts, Wyndham, pre and post-restriction



- Day callouts (8:00am to 8:00pm) increased by 18 in the post-restriction period, from 85 pre-restriction to 103. The number of callouts between the hours of 12 noon and 2:00pm increased more than three times post-restriction, from 13 to 42.
- Night callouts (8:00pm to 8:00am) increased by 22 in the post-restriction period, from 69 pre-restriction to 91. The greatest increase in callouts post-restriction occurred between the hours of 11:00pm and 2:00am.

Figure 17. Ambulance tasks by time of day, Wyndham, pre and post-restriction



Ngnowar-Aerwah Sobering Up Centre and Night Patrol Services

Qualitative

Ngnowar Aerwah Aboriginal Corporation staff noted that, while the closure and relocation of the Oombulgurri community during the post-restriction period has had some impact on alcohol-related issues within town, the restrictions are believed to be responsible for several changes in the nature of alcohol-related issues within the community.

Post-restriction, there appears to have been a significant drop in the number of people going through the court system for alcohol-related infringements. Prior to the restrictions, it reportedly took hours to have cases heard. Now, most cases were seen within 30 to 60 minutes. Similarly, counselling referrals through the Court have reduced post-restriction.

The no take-away sales on Sundays has had a notable impact, with the town reportedly much quieter on this day post-restriction. This, together with the increasing use of the Restricted Premises Legislation for individual houses is believed to be extremely effective in reducing alcohol-related problems. However, a concern raised around the Restricted Premises Legislation was its apparent impact on families, with reports that tenants of dry houses were now experiencing limited contact with some family members who have chosen to move out so they could drink.

Ngnowar Aerwah staff reported an increase in the number of young people on the streets at night unsupervised post-restriction when compared to the same period pre-restriction. Oombulgurri children are thought to be contributing significantly to this issue. While Oombulgurri adults have always accessed Wyndham for services and alcohol, they often left their children at home in the community. Now that the community is closed, the young people have accompanied their parents to Wyndham. The number of Oombulgurri youth out at night could also reflect the difficulties experienced by this group in adapting to their new

environment. The growing number of children on the streets, aged from as young as five years, has also coincided with an increase in vandalism and break-ins post-restriction.

The Night Patrol numbers and admissions to the Sobering Up Centre (SUC) have increased significantly post-restriction. Clients are presenting to the SUC later at night, which is consistent with restrictions on the hours of sale of alcohol. It was also noted that men presenting to the Men’s Shed typically wait in the Shed until full-strength beer becomes available. This provided workers with greater opportunities to access and engage with the men. The majority of those accessing the Men’s Shed were from Oombulgurri and often homeless.

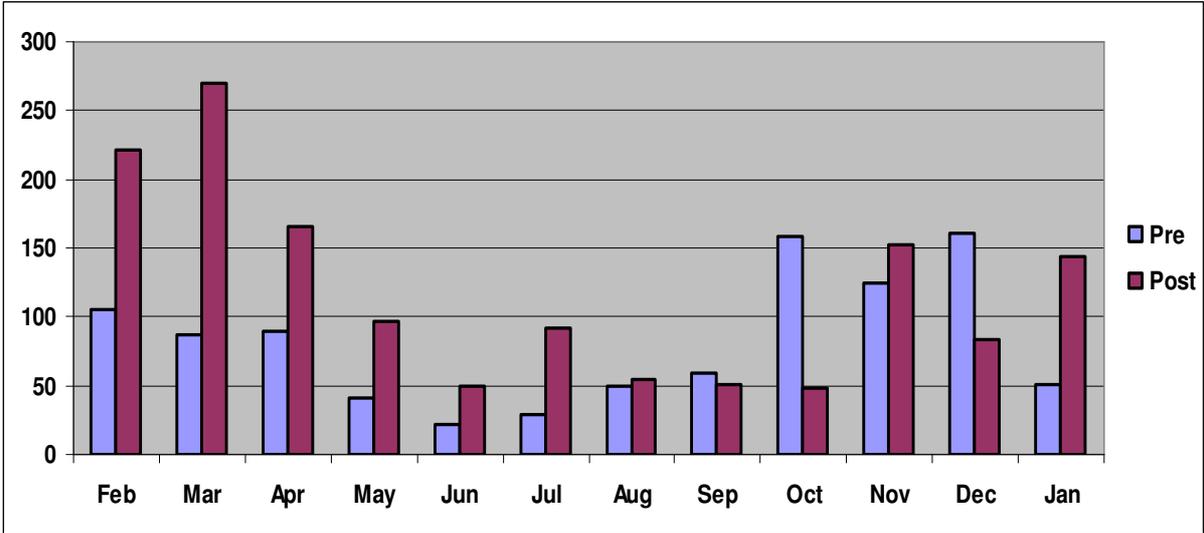
Overall, while the restrictions were thought to have had some impact on drinking patterns, alcohol-related problems in Wyndham have always been closely linked with pay days. Money was regarded as a “*natural restriction*” given the clear cycle of alcohol-related issues around pay days, which appears to have continued post-restriction.

Quantitative

The Ngnowar Aerwah SUC provided presentation data for the 12 month period pre-restriction (February 2010 to January 2011) and the corresponding period post-restriction (February 2011 to January 2012).

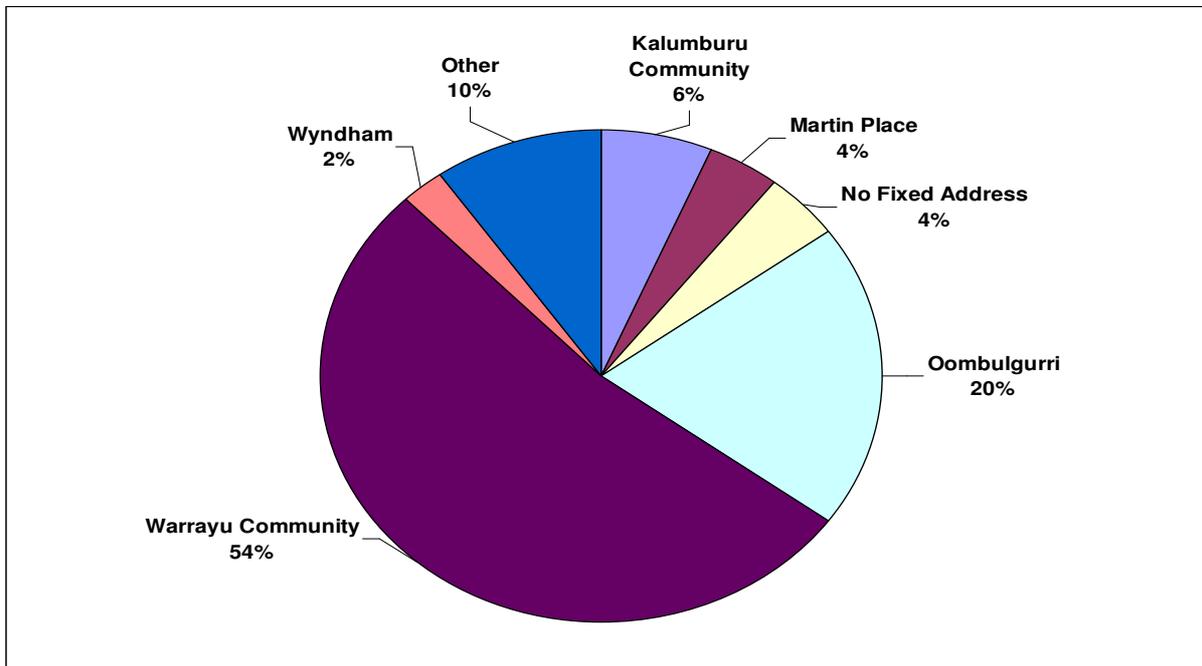
- The total number of admissions to the Ngnowar Aerwah SUC increased by 31.6 percent post-restriction, from 977 admissions pre-restriction (February 2010 to January 2011) to 1,429 post-restriction.

Figure 18. Presentations to Wyndham Sobering Up Centre, pre and post-restriction



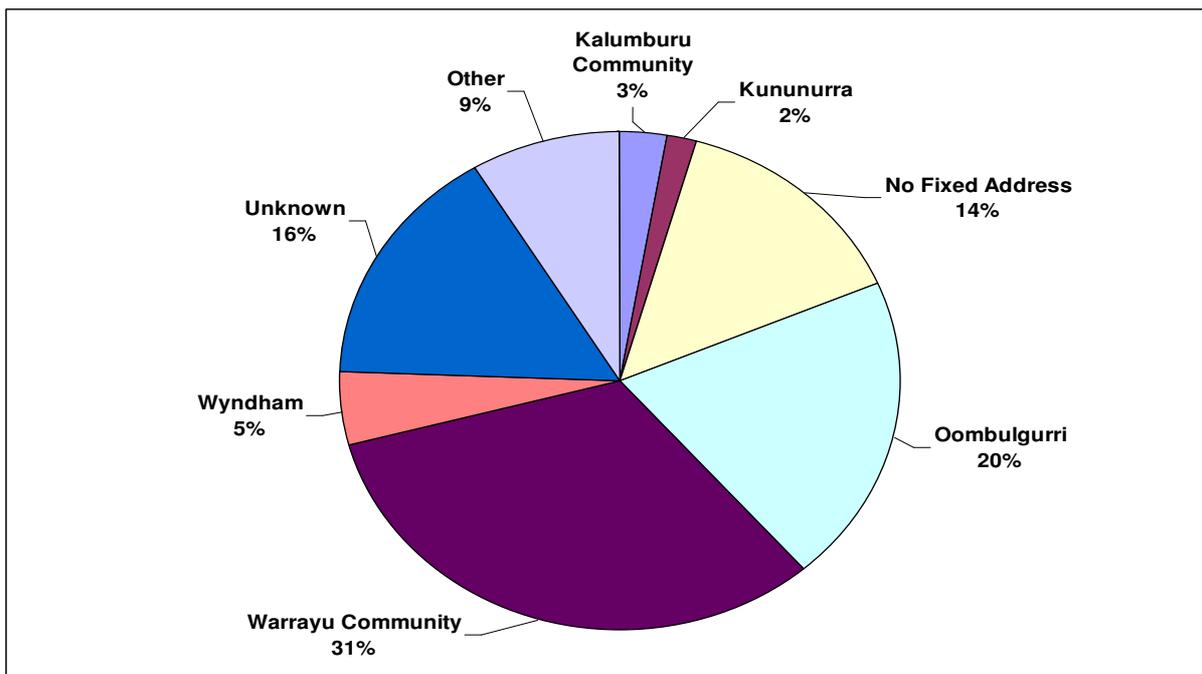
Information collected on the home community of people presenting to the Wyndham SUC for the 12 month period from February 2010 to January 2011 (pre-restriction) showed that, of the 977 presentations, over half were from the Warrayu Community (54 percent) and 20 percent were from Oombulgurri. Only two percent of admissions were Wyndham residents.

Figure 19. Wyndham Sobering Up Centre total presentations by location, pre-restriction



For the 12 month period post-restriction (February 2011 to January 2012), Warrayu and Oombulgurri residents continued to account for the majority of presentations to the SUC (31 percent and 20 percent respectively). There was a slight increase in admissions by Wyndham residents, from two percent to five percent. Sixteen percent of admissions had an unknown address and a further 15 percent were recorded as 'no fixed address'.

Figure 20. Wyndham Sobering Up Centre total presentations by location, post-restriction



Regional Services

Department for Child Protection

Qualitative

Staff from the Department for Child Protection (DCP) believe the restrictions have not impacted significantly on clients numbers or the nature of services provided by DCP. Anecdotally, DCP workers note that alcohol continues to present as a significant issue in the majority of cases post-restriction.

From a service delivery perspective, having no take-away sales on Sundays has enabled greater access and opportunities to engage with families on Mondays in particular.

DCP believe that a negative consequence of the restrictions has been the increase in drinking within houses, which has a significant impact on children. Street drinking has always been a prominent issue, and targeted by police. However, the ability of police to dispose of all alcohol, and the inability of consumers to access more, appears to have reduced the incidence of street drinking. Overcrowding in houses remains an issue post-restriction, but is subject to seasonal variation.

DCP expressed strong support for the recently introduced Restricted Premises Legislation as it provides workers with alcohol free environments to place at-risk children. To facilitate the ongoing effectiveness of the Restricted Premises Legislation in reducing alcohol-related issues within houses, DCP suggests that incentive schemes that reward tenants for maintaining a dry house status and adequate living standards may prove worthwhile. DCP also note that they are part of a collaboration of agencies that meet on a regular basis to look at the changes needed to address the ongoing issues of unsupervised youth within the community at night. Alcohol restrictions are one strategy, and DCP welcomes the introduction of further services to promote prevention strategies and community awareness.

Kimberley Mental Health and Drug Service

The Kimberley Mental Health and Drug Service (KMHDS) is funded to provide alcohol and other drug counselling services in the Kununurra Wyndham area. While not funded to provide a residential service, the KMHDC works closely with Ngnowar Aerwah Residential Rehabilitation in Wyndham.

Staff from the KMHDS report that the restrictions have had no real impact on client numbers or the nature of presenting issues in the 12 month post-restriction period. However, it was noted that the relocation of the Warmun community during the post-restriction period may have contaminated the real impact of the restrictions.

Consistent with the pre-restriction period, the majority of clients continue to present with alcohol or cannabis as their primary drug of concern. A small number of female clients have reported that they have encouraged their children and/or other young people to use cannabis rather than alcohol because it was perceived as less harmful and associated with lower levels of risky behaviour.

There have been some changes recorded in client drinking patterns, which appear to mirror restrictions on alcohol products at different times. Many clients are now reportedly drinking mid-strength earlier in the day and then “*top up*” with full-strength when it becomes available.

The drinking initiation age amongst client groups appears to be getting younger. Three years ago the average age of initiation was 16 to 17 years and now it is around 13 to 14 years.

From a service delivery perspective, the no take-away sales on Sundays has been extremely positive for both the community and clients. This is believed to have created greater opportunities to engage with clients on a more regular basis.

Kununurra Wyndham Alcohol Accord Group

Members of the Kununurra Wyndham Accord were invited to meet with DAO representatives in Kununurra. Two meetings were held to accommodate the work commitments of Accord members. Representatives from three licensed venues (two of which can sell take-away alcohol to the public) as well as agency members attended these meetings.

Licensees noted that point of sale staff are regularly dealing with frustrated and angry customers who believe they are being restricted because of the drinking habits of a minority. This was referred to as 'reverse racism' by some customers and others felt that if the restrictions apply in Kununurra and Wyndham, they should apply across the State. Most of the frustration is to do with the timing of when full-strength alcohol is available (5:00pm during the period of this report). Licensees did note that the recent change to 2:00pm for full-strength take-away sales will alleviate some of this frustration. The results of this change will be reported in the 24 month report.

The Accord members were informed by the researchers that feedback from tourists had been generally positive providing they were aware of the restrictions prior to arrival. Accord members agreed that this is generally the case but pointed out that they see tourists at the point of sale where frustration can be greater than when they are at the Visitor Centre or other venues.

The quantity of take-away alcohol sold during the 12 months post-restriction has not changed significantly compared to the same period pre-restriction.⁷ However, licensees agreed that there has been a shift in the type of alcohol being purchased, with an increase in the volume of mid-strength beer sold coinciding with lower sales of full-strength. Licensees suggested that this may reflect the earlier availability of mid-strength beer.

All Accord members noted the high level of cohesiveness and desire by all members to work together in addressing alcohol-related issues within their community. The Accord has representation from most of the licensed venues, meets on a regular basis and has good support from relevant local agencies.

As part of the Accord's draft agreement finalised in early 2012, a Take-Away Alcohol Management System (TAMS) was proposed by the Accord in combination with a range of other strategies to support the reduction of alcohol-related harms in and around licensed venues. The full suite of strategies has the support of the Accord group and is seen as a valuable tool in addressing some of the alcohol-related harm seen within the community.

The Accord will continue to work with the Department of Racing Gaming and Liquor to seek greater consistency and clarification in the information they are receiving and to pursue the endorsement of their accord document. The Accord noted the support from police and local government as being instrumental in the level of cohesiveness they are now experiencing.

⁷ Licensees were asked to provide their sales figures by volume of alcohol sold by type. The researchers agreed that unless each take-away venue provided this data, it would not be included in the report as it could be identifying. At the time of release, not all venues had provided this data and therefore, it was not included in the report.

Shire of Wyndham East Kimberley

DAO representatives met with three local government councillors and two senior members of staff.

The Shire of Wyndham East Kimberley (SWEK) believe that there is a genuine desire in the community to address alcohol-related issues and that the use of restrictions would be widely accepted if they are seen to be having an impact. Currently, they believe that the restrictions are not having a positive impact in reducing alcohol-related harm.

Overall, during the first 12 months of the restrictions, local government noted an improvement in the Kununurra environment, with less litter visible around town. Despite this, incidents of graffiti and vandalism were said to have increased post-restriction, particularly in relation to petty vandalism against soft targets such as sprinklers. Council sprinklers had been coming on at 2:00am to 3:00am but were often found damaged and broken the following day. As a result, sprinkler times have been changed to daylight hours, and while not as efficient as running them at night, it has significantly reduced damage and related costs. Data collected by the Shire also shows an increase in Council owned property damage, particularly during the months of October to February post-restriction. In response, the Shire invested in 'target hardening' strategies such as alarms and other measures to minimise public property building vandalism/damage.

Restrictions on take-away sales on Sundays in particular have had a positive effect, with less litter and anti-social behaviour observed in the community on this day.

Local government reported seeing groups of young people on the streets at night after they leave council meetings and other engagements. They were unsure if there were more young people out at night post-restriction, but it was noted that there appears to be an increase in anti-social behaviour displayed by this group. Party houses were also thought to have increased post-restriction, but it is hoped that the use of the Restricted Premises Legislation will help address this issue.

The perceived impact of the restrictions on tourism is a lessening concern as tourists are becoming more aware of the restrictions and are generally supportive if pre-warned.

The manner in which communities receive royalty payments is an ongoing issue that reportedly contributes to the high level of binge drinking. At the time of the interviews, several respondents noted that it was 'Royalties Week' and there was considerable drinking and anti-social behaviour in some areas of Kununurra and Wyndham. It is thought that while people have access to regular, large sums of money, they will be able to purchase alcohol from other sources, negating the potential impact of the restrictions in Kununurra and Wyndham.

Local government is an active member of the Kununurra Wyndham Accord and believes that the Accord has matured significantly since the restrictions were first introduced. There is now a high level of cohesiveness between the licensees and the local service providers who make up the Accord. The local government is a signatory to the proposed Accord agreement that was sent to the Director of Liquor Licensing early 2012 and support the introduction of the Take-Away Alcohol Management System (TAMS) and other strategies as proposed by the Accord.

While not directly related to the restrictions in Kununurra and Wyndham, the increase in alcohol free communities in the region is impacting on Kununurra and Wyndham. While there was support for these communities in addressing their issues at a local level, local government did note that they have seen an increase in the number of people from these communities in town accessing alcohol. It is believed that this has resulted in overcrowding

of accommodation as people seek to stay with friends and relatives, an increase in drinking camps in and around the towns and increased pressure on services.

Warmun Community

From mid-March to mid-July 2011, approximately 400 Warmun residents relocated to Kununurra after the flooding. As part of the consultation process to examine the impact of the Section 64 liquor restrictions in Kununurra and Wyndham, Warmun Police and community health representatives were consulted to identify any changes in alcohol-related issues within the Warmun community.

Warmun Police

Overall, Warmun Police believe that the alcohol-related issues that existed in the community pre-restriction were still occurring post-restriction, and in some cases, had escalated. However, it was noted that the majority of current issues are more likely the result of a period of disruption and increased access to alcohol while the community was in Kununurra following the floods rather than a direct result of the restrictions.

The restrictions in Kununurra and Wyndham are thought to have had a direct impact on the timing of drinking in Warmun, with drinking now occurring later at night. For those travelling to Wyndham or Kununurra to buy alcohol, the later availability of full-strength beer is believed to have increased the number of Warmun residents stopping at Bow River to drink on the return trip to avoid driving in the dark.

The restrictions are believed to have had no real impact on the type of alcohol consumed. Police continued to observe a predominance of Victoria Bitter cans scattered around the community. Allegations of sly-grogging were also noted, with cartons of beer reportedly sold for \$150. However, people are generally unwilling to provide adequate information for police to pursue.

Police noted their support for the Restricted Premises Legislation as it was believed to address some of the limitations experienced in enforcing local By-Laws.

Warmun Community Health

Representatives from Warmun community health services believe that the restrictions in Kununurra and Wyndham have had no direct impact on the Warmun community. While people seemed to be returning from Kununurra later due to the later availability of full strength beer, this was not thought to be impacting on the amount of alcohol being consumed in the community. It was noted that people tended to drink until the grog was gone, regardless of what time it arrived in the community.

The impact of the floods and the relocation of the community to Kununurra were thought to have played a significant role in the shaping of current drinking patterns. Open access to alcohol for several months while in Kununurra was believed to have increased the number of people now drinking, including some who were previously non-drinkers, as well as the overall heavier drinking patterns now observed. Related to this, there have been more reports of women feeling unsafe due to an increase in drinking behaviour among men.

Appendix 1

Mandated liquor restrictions in Kununurra and Wyndham as of 7 February 2011.

1. Having regard to condition 3(b) below, packaged liquor may only be sold and supplied on a day other than a Sunday, Good Friday, Christmas Day or ANZAC Day – from 12:00pm to 8:00 pm.
2. The sale and supply of liquor for consumption on premises is prohibited before 12:00pm, except where it is sold or supplied ancillary to a meal or to a lodger.
3. The sale and supply of packaged liquor may only be sold or supplied in the following quantities:
 - a. where the liquor contains less than 2.7 per cent concentration of ethanol at 20 degrees Celsius – in any quantity;
 - b. where the liquor contains greater than 2.7 per cent but no more than 7 per cent concentration of ethanol at 20 degrees Celsius – a maximum cumulative quantity of 11.5L per customer per day; and where the liquor contains greater than 3.5 per cent concentration of ethanol at 20 degrees Celsius that liquor can only be sold between 5:00pm and 8:00pm;
 - c. where the liquor contains greater than 7 per cent but no more than 15 per cent concentration of ethanol at 20 degrees Celsius – a maximum cumulative quantity of 1.5L per customer per day;
 - d. where the liquor contains greater than 15 per cent concentration of ethanol at 20 degrees Celsius – a maximum cumulative quantity of 1L per customer per day.

A person may purchase liquor in quantities provided for by (b) plus either (c) or (d) but not both. Further, a person is not precluded from purchasing liquor under only one of these provisions.

4. The sale and supply of packaged liquor is only permitted to a person who is present at the time of purchase on the licensed premises conducting the sale, unless that person is:
 - a. a person who resides outside of Western Australia or in an area of the State which is south of the 200 south; or
 - b. a liquor merchant in which case the sale is not subject to the quantity restrictions set out in condition 3; or
 - c. a station owner or pastoralist and only on the conditions that:
 - i. the liquor has been pre-ordered at least 24 hours in advance of pick-up/delivery; and
 - ii. the licensee maintains on the licensed premises, a register of purchases, which must be made available for inspection at the request of an authorised officer; and
 - iii. the register must contain the following information in relation to the station owner or pastoralist: Name, Address and Address to which the liquor is being delivered/taken.

The sale to a station owner or pastoralist is not subject to the quantity restrictions set out in condition 3.

5. Where a packaged liquor product is available from a manufacturer in a non-glass container, licensees are prohibited from selling the product in a glass container.
6. Licensees are required to submit returns of alcohol sales data, by product type and quantity, to the Director of Liquor Licensing every four months with the first return required by 30 October 2011. The return must contain the following information:
 - a. Total amount paid or payable to the licensee and the quantity supplied in respect of:
 - i. Low alcohol liquor (2.7% ethanol by volume or less)
 - ii. Mid strength alcohol liquor (2.8% to 3.5% ethanol by volume)
 - iii. Full strength alcohol liquor (3.6% ethanol by volume or more)

The information is to be provided under the headings of the following product types: wine, beer and spirits (as defined in section 3 of the Act), and pre-packaged pre-mixed alcohol beverages generally known as 'ready-to-drinks' (RTDs).



Government of **Western Australia**
Drug and Alcohol Office