

Tangentyere Council Inc.

Submission to the

House of Representatives Standing Committee on Indigenous

Affairs:

Inquiry into the Harmful Use of Alcohol in Aboriginal and Torres

Strait Islander Communities



1 May 2014

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1. Executive Summary

Tangentyere welcomes the opportunity to make a submission to the House of Representatives Standing Committee on Indigenous Affairs regarding the Inquiry into the Harmful Use of Alcohol in Aboriginal and Torres Strait Islander Communities.

1.1. Abstract

Tangentyere Council and the Alice Springs Town Camps accept that there are significant negative impacts caused by the Harmful Use of Alcohol in our communities.

The drafting of this document has been informed by the regular engagement that takes place between the Office of the Chief Executive (OCE) and the leadership of the Alice Springs Town Camps. This engagement occurs between the OCE and the Tangentyere Executive Committee and between the OCE and Town Camp Housing Association/Aboriginal Corporation through both Town Camp Housing Association/Aboriginal Corporation General Meetings and Committee Meetings.

During the course of our submission Tangentyere Council will not seek to prove the case for the level of harm caused by Alcohol because we understand that the Commonwealth Government and the House of Representatives Standing Committee is aware of the level of harm which is reflected by this Inquiry.

Tangentyere Council is above all a grass roots community development organisation with a large membership base. We deliver a broad range of services from Early Childhood through to Aged Care.

Tangentyere understands that the exposure of children to Alcohol and Family Violence has a significant detrimental impact. Such exposure is a factor that our programmes strive to address. Tangentyere believes that the delivery of services to those who are 'at risk' from, are being impacted by and who have suffered the consequences of Alcohol are paramount to the development of safe and strong communities.

There are those in our communities who struggle due to being exposed to Alcohol in utero, or those who have been impacted by the epigenetic and behavioural changes caused by prolonged exposure to the impacts of the Harmful Use of Alcohol. Tangentyere whilst agreeing that there needs to be increased levels of funding for Early Childhood programmes feels that such programmes should focus on engaging with families and developing the capacity of families whilst engaging with and protecting children. In addition the increased expenditure in Early Childhood programmes should not be at the expense of other programme areas requiring further attention.

Town Campers and many other Central Australian Aboriginal people have the shared experience of Multidimensional Disadvantage which includes the daily experience of racism, poverty, language barriers, low levels of literacy and numeracy as well as the experience of grief, loss and trauma. Town Camp communities are also impacted by high levels of Family and Domestic Violence, Lateral Violence and Drug and Alcohol Misuse.

The social and economic determinants of the Harmful Use of Alcohol amongst Central Australian Aboriginal people include things like the experience of racism, poverty, social and financial exclusion, unemployment, low levels of literacy and numeracy as well as factors such as grief, loss and trauma.

Other agencies argue that it is the exposure of babies in utero and young children to factors such as Alcohol and Violence that predisposes these individuals to grow into individuals who experience the Multidimensional Disadvantage outlined above but the matter is far from simple.

Tangentyere would argue that factors influencing the Harmful Use of Alcohol amongst Town Campers include the injury that has been inflicted upon the Aboriginal residents of Alice Springs, the Town Camps and Remote Communities during the course of the implementation of measures designed to 'help' these residents. Such measures have included the designation of Aboriginal Community Living Areas as Alcohol Protected Areas, the use of 'Racial Profiling' by the Police in Operations such as Operation Leyland and the promotion of such Operations through the use of signage that depicts a 'Black Crow'. Many see this 'Black Crow' as representing Aboriginal people.

There are many other aspects of past and present Northern Territory and Commonwealth Government policies that have increased levels of stress, trauma and injury amongst Central Australian Aboriginal people. Government policies that increase stress, trauma and injury have a negative impact upon the Harmful Use of Alcohol. Alcohol itself 'accelerates' other issues such as Family and Domestic Violence, Lateral Violence, Crime and Antisocial Behaviour.

The first steps recommended by Tangentyere Council include the replacement of supply reduction mechanisms that are discriminatory and the development of a framework for the genuine engagement of Central Australian Aboriginal people in the development of strategies such as Alcohol Management Plans to address the Harmful Use of Alcohol in Aboriginal and Torres Strait Islander Communities.

1.2. Opening Statement from House of Representatives Standing Committee on Indigenous Affairs Inquiry into the Harmful Use of Alcohol in Aboriginal and Torres Strait Islander Communities conducted in Alice Springs, 31st March 2014.

Good afternoon Madam Chair, Deputy Chair, and Members. I welcome the opportunity to address the House of Representatives Standing Committee on Indigenous Affairs regarding the Inquiry into the Harmful Use of Alcohol in Aboriginal and Torres Strait Islander Communities.

For the record my name is Walter Shaw; I am the Chief Executive Officer of Tangentyere Council and a 5th generation resident of Mount Nancy Town Camp. I am joined here today by representatives of the Women's Committee and representatives of the Four Corners Committee and Mr Michael Klerck, who is the Tangentyere Council Policy Officer.

Tangentyere Council and the Town Camp Housing Associations have been working to define a Tangentyere and Town Camp position on Alcohol. As you can appreciate given the contentious nature of this issue and our extensive membership base this has been a difficult thing to achieve. Tangentyere is incorporated under the Associations Act and has in excess of 700 members. Town Campers experience firsthand the impact of Alcohol and the relationship between Alcohol and a number of social issues including Antisocial Behaviour, Domestic and Family Violence, Assaults and the negative impact of Alcohol on Chronic Diseases and Health.

Since the Northern Territory National Emergency Response and its successor, Stronger Futures the Town Camps have been designated as Alcohol Protected Areas. In addition to the Alcohol Protected Area status of the Town Camps we live in a Town where all Public Spaces are Dry Areas. Central Australian Aboriginal people from the Town Camps and Remote Communities are legally allowed to purchase Alcohol from takeaway outlets but cannot legally possess or consume this Alcohol in their homes.

Such prohibitions are enforced through Police Operations such as 'Operation Marathon' and 'Operation Leyland'. Such operations frequently 'enforce a full lockdown of all bottle shop in Alice Springs'. Many within our community have expressed a strong disapproval of the methods being implemented through 'Operation Leyland'. These Operations are resource intensive and rely on profiling of people on the basis of race. Such Operations are promoted through the use of signage that depicts a 'Black Crow'. Many see this 'Black Crow' as representing Aboriginal people.

None of these reservations detract from the reality that there is a significant negative impact caused by the Harmful Use of Alcohol in our communities.

However the impact of these measures has been to damage the relationship between Town Campers and those within Government who are best placed to work with us to develop and implement a strong and coordinated collaborative approach to addressing this issue.

There is a central role for Central Australian Aboriginal people, Government and Non-Government Service Providers, Police and Licensees in tackling this issue but at present Aboriginal people have been sidelined.

To further emphasise these concerns I would like to refer to a project that was undertaken by the Alice Springs Town Council during 2013. The Council received funding through 'Resetting the Relationships with Indigenous Australians' and used this funding to engage a consultant to facilitate a meeting between a number of Town Camp Presidents and Liquor Licensees. This meeting was held on the 27th March 2013 and was attended by senior representatives from Coles, Lhere Artepe (as the owners of the IGAs), Heavitree Gap Tavern, the Gapview Hotel, Todd Tavern and Woolworths. The consensus amongst the licensees and the Town Campers who were present at this meeting was that they supported the reintroduction of the Alcohol Restriction Monitoring System (ARMS) which had been in place in Alice Springs since 2008. The Alcohol Restriction Monitoring System was linked to the Banned Drinker Register (BDR) and was extended throughout the NT in September 2011. Both ARMS and the BDR were abolished in September 2012. The Alcohol Restriction Monitoring System (ARMS) was seen as a preferable alternative to the enforcement of a 'full lockdown' of bottle shops by the Police. This same group of licensees also reported that the Police had been approached with the recommendation that individuals be allowed to return their purchases for a refund in the form of a food voucher or store card but that this recommendation had not been actioned.

Tangentyere acknowledges that there is significant work to be done and we welcome the opportunity to participate in the Standing Committee on Indigenous Affairs, Inquiry into the Harmful Use of Alcohol in Aboriginal and Torres Strait Islander Communities.

We are aware that the Committee would like to spend the remainder of our allocated time in asking us for responses to a number of questions to inform the work of the Inquiry.

As our submission has not yet been finalised and approved by the Tangentyere Executive we will need to take certain questions on notice.

1.3. Recommendations

Broadly speaking Tangentyere recognises the concept of a Prevention Paradox. The concept of the prevention paradox assists in understanding prevention approaches in the areas of public health and public safety. This approach suggests that more (net) harm may be prevented through universal interventions – focusing on the majority who are less seriously involved in harmful alcohol/drug use, rather than through interventions that only target the smaller proportion of high-risk users¹.

Tangentyere recognises that there is significant harmful use of Alcohol on the Town Camps and that there is a need to contextualise universal interventions from the perspective of language, culture and the experience multidimensional disadvantage shared by Central Australian Aboriginal people.

The notion of language goes beyond the interpretation of messages into Arrernte, Warlpiri, Anmatyerr and Kaytetye etc to the development of the idea of a 'common language'. Developing a 'common language' and

¹ Technical Report No 3: Preventing alcohol-related harm in Australia: a window of opportunity. Prepared for the National Preventative Health Taskforce by the Alcohol Working Group, Commonwealth of Australia 2008-2009

consistent messaging should include the translation of key definitions so that community stakeholders have a clear understanding of concepts such as 'Foetal Alcohol Syndrome', 'Blood Alcohol', 'Harm Minimisation' and 'Alcohol Protection Orders' etc. At present it is difficult to get all stakeholders on the same page in terms of understanding terminology, interventions and the impacts of problem drinking etc.

The truth about people living on the Town Camps is that they are individuals. When defining the relationship between individual Central Australian Aboriginal people and Alcohol there are broadly speaking 3 groups of people:

1. Those who abstain from Alcohol;
2. Those who drink responsibly;
3. Those who engage in problem drinking;

High levels of harmful alcohol consumption have long been recognised as a problem in Alice Springs². Although this has often been framed as an 'Aboriginal problem', excessive alcohol consumption is also a problem within the non-Indigenous population of Alice Springs³. While high levels of consumption are a problem in the Aboriginal population, it has been estimated that non-Aboriginal consumption levels in Alice Springs are about twice the national average⁴.

Town Campers feel that there is a lot to learn from those who can manage their Alcohol consumption. Particularly from those people living on the Town Camp who like their neighbours are Multilingual Central Australian Aboriginal people who understand the cultural context of their neighbours.

The truth is that many Town Camp residents have the capacity to develop and implement 'harm minimisation' strategies and have done so for many years. But the debate around Alcohol and the measures that have been enforced have polarised the debate (even amongst community members) and have made people understandably furtive (about their possession and consumption of Alcohol). Alcohol prohibition makes residents of Alcohol Protected Areas define themselves as drinkers or non-drinkers. This policy environment is unhelpful because this definition of drinker and non-drinker is too often interpreted as being abstinent or engaging in problem drinking. These options people feel that they have been given by the Government.

Central Australian Aboriginal people from the Town Camps and Remote Communities are legally allowed to purchase Alcohol from takeaway outlets but cannot legally possess or consume this Alcohol in their homes.

² Lyon, P. (1990) *What Everybody Knows About Alice: a Report on the Impact of Alcohol Abuse on Alice Springs*. Alice Springs: Tangentyere Council.

³ MacKeith, S., Gray, D. & Chikritzhs, T. (2009), Review of 'Moving beyond the restrictions: the evaluation of the Alice Springs Alcohol Management Plan': a report prepared for the Alice Springs People's Alcohol Action Coalition, National Drug Research Institute, Perth.

⁴ Gray, D. and Chikritzhs, T. (2000). *Regional variation in alcohol consumption in the Northern Territory*. Australian and New Zealand Journal of Public Health, 24: 35–38

Table 1: Recommendations

Supply Reduction	1) That Supply Reduction 'Strategies' should not be specifically directed toward Aboriginal people.
	2) That Supply Reduction 'Strategies' should be targeted toward problem drinkers on the basis of: <ul style="list-style-type: none"> a) Where a person is taken into Protective Custody more than 3 times in 3 months; b) Where a person is engaged in Antisocial Behaviour and Alcohol is involved; c) Where a person has been committed of a Crime and Alcohol is involved; d) Where a person has committed a Violent Offence and Alcohol is involved; e) Where a person has breached the conditions of a Community Alcohol Management Plan.
	3) That Supply Reduction 'Strategies' should not have financial disadvantage to individuals. Purchases should not be confiscated out the front of take-way outlets.
	4) That an Alcohol Restriction Monitoring System (ARMS) should be reintroduced in Alice Springs. The purpose of a reintroduced Alcohol Restriction Monitoring System would be to prevent individuals under a Banning and Treatment Order and/or an Alcohol Protection Order from purchasing alcohol at the point of sale.
	5) That the Alcohol Restriction and Monitoring System and ID Scanners be reintroduced and extended to all takeaway liquor outlets across Alice Springs.
Medically Supervised Detoxification	6) That the provision of additional funding be provided to 'Sobering up Shelters' for the recruitment of nursing staff and the establishment of suitably equipped medical rooms;
	7) That existing 'Sobering up Shelter' facilities be expanded either through additional beds at existing facilities or through the creation of additional 'Sobering up Shelters'. Tangentyere supports the use of 'Sobering up Shelters' as a preferable alternative to the use of 'Police Protective Custody'. This is consistent with the recommendations made in the report on Indigenous Deaths in Custody 1989-1996
Alcohol Management Plans	8) That the Alcohol Protected Area Status of the Town Camps should be lifted in favour of Alcohol Management Plans.
	9) That the Development, Implementation and Operation of Town Camp Alcohol Management Plans be prioritised by both the Commonwealth and the Northern Territory Governments.
	10) That the framework of Alcohol Management Plans be sufficiently flexible and robust to allow components such as the following: <ul style="list-style-type: none"> a) Participatory Action Research as a Mechanism for Monitoring and Evaluation; b) Designation of Restricted Area Status for Individual Dwellings and not Entire Town Camp Leases. Restricted Area Status to be determined as follows: <ul style="list-style-type: none"> i) Voluntarily; ii) Where tenants are engaged in Antisocial Behaviour and Alcohol is involved; iii) Where tenants have committed a Crime and Alcohol is involved; iv) Where tenants have committed a Violent Offence and Alcohol is involved; v) Where tenants have breached the conditions of a Town Camp Alcohol Management Plan; c) Whole of Town Camp Trespass Orders;
	d) That a Resourced Harm Minimisation Framework be Developed, Implemented and Operated in collaboration with Tangentyere Council Research Hub. Such a framework will support the development of 'Culturally and Linguistically' appropriate mechanisms for identifying and sharing 'Harm Minimisation' strategies to enhance the ability of residents to 'Live with Alcohol'.

	<p>e) That Town Camp Alcohol Management Area/Plans be resourced to Develop, Implement and Operate Demand Reduction Strategies identified by the Town Camp Housing Associations/Aboriginal Corporations. Such Demand Reduction Strategies might include:</p> <ul style="list-style-type: none"> i) The development of Town Camp Parks and Playgrounds in line with the Alice Springs Town Council Subdivision Guidelines. The presence of Parks and Playgrounds will provide safe and engaging alternatives to alcohol misuse and improved ability to supervise any negative impacts of alcohol consumption such as crime, violence and antisocial behaviour. ii) The resourcing of Town Camp sporting teams such as Softball, Basketball and Football Teams; iii) The resourcing of Town Camp Community Centres and/or Community Hubs; iv) The resourcing of Town Camp Multimedia and Computer Programs;
Visitor Management	<p>10) Provide Housing Associations with the capacity to take out trespass orders over the entire area of a Special Purpose Lease or Crown Lease rather than restricting trespass orders to individual dwellings;</p> <p>11) Support the development and implementation of whole of community visitor management strategies which could include provisions allowing the Housing Associations to make whole of community decisions rather than restricting decisions to individual households;</p> <p>12) Commercial passenger vehicles transporting people to Alice Springs Town Camps should require proof of residence prior to dropping visitors off at Town Camp residences. Currently the practice of dropping large numbers of people off in Town Camps contributes to the visitor issues experienced by the Town Camps.</p> <p>13) Provide funding to undertake a new <i>Population and Mobility Study in the Town Camps of Alice Springs</i> to provide a qualitative and quantitative assessment of issues such as overcrowding and visitor management on the Alice Springs Town Camps;</p>
Living with Alcohol Program	<p>14) That the Living with Alcohol Program be reinstated due to the pragmatic aim of this program to develop the capacity of residents and communities to exercise effective control over the consumption of Alcohol;</p> <p>15) That an Alcohol Levy/Volumetric Tax be reintroduced as a means of creating an income stream to fund the operation of a 'Comprehensive Public Health Strategy' for addressing the 'Harmful Use of Alcohol' as part of reinstating the Living with Alcohol Program;</p> <p>16) That the an Alcohol Levy/Volumetric Tax be used to fund a range of Government, NGO and Community initiatives including the following:</p> <ul style="list-style-type: none"> a) Reintroduction of the Alcohol Restriction Monitoring System; b) Expanded and Medically Supervised Detoxification; c) Culturally & Linguistically Targeted Health Promotion Outreach Programmes; d) Culturally & Linguistically Targeted Harm Minimisation Strategies/Resources; e) Culturally and Linguistically Targeted Demand Reduction Activities; f) Development of Town Camp/Community Parks and Infrastructure in accordance with CPTED and Local Government Subdivision Guidelines; g) Development, Implementation and Operation of additional Community Hubs on Town Camps and Remote Communities.

2. Background

Tangentyere Council was incorporated in 1979. Alice Springs had been a prohibited area for Aboriginal people until 1964. The repeal of the Welfare Ordinance Act (1964) and the Equal Wages Case (1968) resulted in many Aboriginal people living on the outskirts of the town with no provision for housing or accommodation. Tangentyere Council was formed to assist people to gain some form of legal tenure of the land they were living on in order to obtain water, electricity and housing. 18 Town Camps⁵ exist within Alice Springs. The conservative service population estimate for Town Camps is between 1,950- 3300, 70% are permanent residents and 30% are either visitors or homeless.⁶

Tangentyere Council is incorporated under the Northern Territory Associations Act (2008). The Housing Associations are individually incorporated and each has its' own elected Executive. Tangentyere Council has an Executive comprising the elected Presidents of each of the 16 Town Camps, a member of the Women's Committee and a member of the 4 Corners Committee. The 4 Corners Committee comprises senior Aboriginal law people who advise on the integration of traditional law and matters of Executive responsibility. From this membership, the Executive Committee elects a President, a Vice President, Secretary, Treasurer and Public Officer. The Executive Council meets approximately every four weeks, or more often as needed.

Town Camp residents have been largely neglected by the mainstream. Through Tangentyere Council, residents have worked for 35 years to attain land, housing, services, and opportunities to address the devastating poverty and exclusion faced those living in Town Camps. Tangentyere Council is one of the largest employers of Aboriginal people in Australia.

Historically waves of remote visitors, inadequate housing levels and the impact of social policy has resulted in many Central Austral Aboriginal people being pushed into Town Camps, inadequate visitor accommodation, lack of infrastructure and services has resulted in endemic poverty in Town Camps.

While many residents of Housing Associations maintain safe family environments, there are others who struggle under the pressures of grief, trauma, poverty, overcrowding and alcohol. Town Camp residents have struggled to have their voices heard – in their efforts to create dry areas, reduce visitor numbers, and improve children's access to education and family support.

⁵ This includes the 16 Town Camps that are members of Tangentyere Council, Ilpeye-Ilpeye (which resigned its membership) and Irklancha Atwacha. Whilst Anthelk Aboriginal Corporation still exists as a body corporate Anthelk/Namatjira Camp has been closed.

⁶ Foster, D, Mitchell, J, Ulrik, J and Williams, R 2005, Population and Mobility in the Town Camps of Alice Springs, A report prepared by Tangentyere Council Research Unit, Desert Knowledge Cooperative Research Centre, Alice Springs.

2.1. Cultural and Linguistic Diversity of the Town Camps

The Town Camps of Alice Springs are the home of Aboriginal people from a diverse number of language groups. In the majority of cases Town Camp residents are multilingual and it is uncommon for English to be the first language spoken in Town Camp houses. The following table outlines the linguistic composition of the Town Camps:

Locality	Alias	Language
Ilperle Tyathe	Warlpiri	Warlpiri
Aper-Alwerrkngge	Palmer's Camp	Arrernte
Mount Nancy	Mount Nancy	Arrernte, Kaytetye, Anmatyerr, Alyawarr
Anthelk-Ewlpaye	Charles Creek	Arrernte, Anmatyerr
Nyewente	Trucking Yards	Arrernte, Luritja
Akngwertnarre	Morris Soak	Arrernte, Warlpiri
Ewyenper-Atwatye	Hidden Valley	Arrernte, Warlpiri
Yarrenyty Arltere	Larapinta Valley	Arrernte, Pertame, Luritja, Pitjantjatjara
Anthepe	Drive In	Arrernte, Warlpiri, Luritja, Pitjantjatjara
Inarlange	Little Sisters	Arrernte, Warlpiri, Luritja, Pitjantjatjara
Ilyperenye	Old Timers	Arrernte, Warlpiri, Luritja, Pitjantjatjara
Ilparpa	Ilparpa	Arrernte, Pertame, Luritja
Mpwetyerre	Abbotts Camp	Arrernte, Warlpiri, Luritja, Pitjantjatjara, Warumungu
Ilpeye-Ilpeye	Ilpeye-Ilpeye	Arrernte, Kaytetye
Karnte	Karnte	Luritja, Pitjantjatjara
Lhenpe Artnwe	Hoppy's Camp	Arrernte, Pertame, Luritja, Anmatyerr
Irrkerlantye	White Gate	Arrernte
Irklanda Atwacha	Irklanda Atwacha	Arrernte

2.2. Governance

Tangentyere Council has an Executive comprising the elected Presidents of each of the 16 Town Camps, a member of the Women's Committee and a member of the 4 Corners Committee. The 4 Corners Committee comprises senior Aboriginal law people who advise on the integration of traditional law and matters of Executive responsibility. From this membership, the Executive Committee elects a President, a Vice President, Secretary, Treasurer and Public Officer

Tangentyere Office Holders		
Position	Name	Town Camp
President	Phillip Miller	Anthepe
Vice President	Robert Hoosan	Ilyperenye (Old Timers)
Secretary	Shirleen Campbell	Lhenpe Artnwe (Hoppys Camp)
Treasurer	Audrey McCormack	Nyewente (Trucking Yards)
Public Officer	Geoff Shaw	Mount Nancy
Emergency Delegate 1	Nigel Lockyer	Ewyenper Atwatye (Hidden Valley)
Emergency Delegate 2	Creed Joseph	Karnte
Four Corners Delegate	Mervyn Rubuntja	Yarrenyty Arltere (Larapinta Valley)
Women's Delegate	Louise Abbott	Mpwetyerre (Abbotts Camp)

Tangentyere Executive Committee		
Position	Name	Town Camp
Delegate:	Sylvia Drover	Ilperle Tyathe (Warlpiri Camp)
Sub Delegate:	Barbara Shaw	Mount Nancy
Sub Delegate:	Vanessa Davis	Nyewente (Trucking Yards)
Sub Delegate:	Frazer Mangaraka	Ewyenper Atwatye (Hidden Valley)
Sub Delegate:	Doris O'Brien	Anthepe
Sub Delegate:	Derek Wayne	Ilyperenye (Old Timers)
Delegate:	Mervyn Kingsley	Mpwetyerre (Abbotts Camp)
Sub Delegate:	Cyril Campbell	Karnte
Delegate:	Melly Kruger	Aper-Alwerrkng (Palmer's)
Delegate:	Maxine Carlton	Anthelk Ewlpaye (Charles Creek)
Delegate:	Mervyn Franey	Akngwertnarre (Morris Soak)
Sub Delegate:	Pamela Lynch	Yarrenyty Arltare (Larapinta Valley)
Delegate:	Baydon Williams	Inarlange (Little Sisters)
Delegate:	Anslem Swan	Ilparpa
Delegate:	Chris Forbes	Lhenpe Artnwe (Hoppys Camp)
Delegate:	Basil Hayes	Irrkerlantye (White Gate)

2.3. Tangentyere Divisions and Social Enterprises

Tangentyere operates a large number of services managed by the following Divisions and Social Enterprises.

Tangentyere Divisions:

- Early Childhood, Youth and Family Services;
- Social Services;
- Central Australian Youth Link Up Service;
- Tangentyere Employment Service;
- Office of the Executive Director;
- Finance;

Tangentyere Social Enterprises:

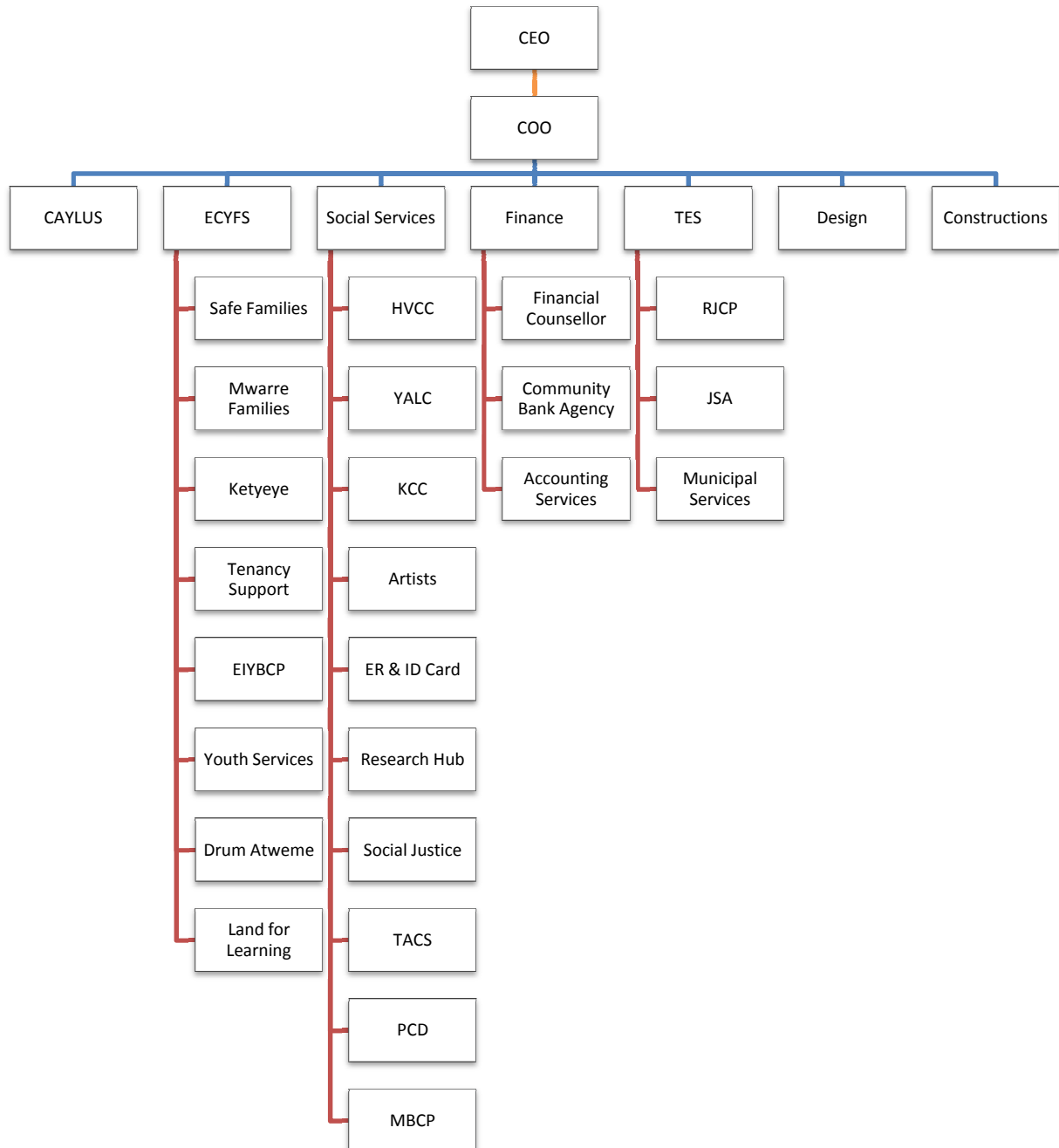
- Tangentyere Design;
- Tangentyere Constructions;

Separately Incorporated Bodies:

- Central Australian Affordable Housing Company (CAAHC);

Tangentyere is a member of CAAHC along with the Central Land Council, Health Habitat and MLCS Corporate.

2.4. Organisational Structure



Acronyms:

CEO	Chief Executive Officer	RJCP	Remote Jobs and Communities Program
COO	Chief Operations Officer	JSA	Job Services Australia
CAYLUS	Central Australian Youth Link Up Service	HVCC	Hidden Valley Community Centre
ECYFS	Early Childhood, Youth and Family Services	YALC	Yarrenyty Arltene Community Centre
TES	Tangentyere Employment Service	KCC	Karnte Community Centre
EIYBCP	Early Intervention Youth Boot Camp Program	PCD	Chronic Disease Care Coordinator
ER & ID Card	Emergency Relief & Identity Card Service	Design	Tangentyere Design (Architects)
MBCP	Men's Family Violence Behaviour Change Program	Constructions	Tangentyere Constructions (Builders)
TACS	Tangentyere Aged and Community Services		

2.5. Community Engagement

Tangentyere Council retains a strong relationship with the residents of 16 Town Camp Housing Associations/Aboriginal Corporations and residents of the Central Australian Aboriginal Communities. Tangentyere Council can support external agencies through facilitating access to 16 Town Camp Housing Associations and the Tangentyere Executive Committee. Access to the Housing Associations can be supported both directly by Tangentyere and via the Central Australian Affordable Housing Company (CAAHC). Tangentyere Council is the founding member of the Central Australian Affordable Housing Company (CAAHC). CAAHC has regular contact with the Alice Springs Town Camp Housing Associations through Housing Reference Group Meetings, Tenancy Management and Property Maintenance activities.

The Housing Associations are as follows:

- | | |
|--|---------------------------------|
| 1. Warlpiri Camp (Ilperle Tyathe) | 9. Anthepe Camp |
| 2. Palmers Camp (Aper Alwerrkngge) | 10. Little Sisters (Inarlenge) |
| 3. Mt Nancy | 11. Old Timers (Ilyperenye) |
| 4. Charles Creek (Anthelk Ewlpaye) | 12. Ilparpa Camp |
| 5. Trucking Yards (Nyewente) | 13. Abbots Camp (Mpwetyerre) |
| 6. Morris Oak (Akngwertnarre) | 14. Karnte Camp |
| 7. Hidden Valley (Ewyenper Atwatye) | 15. Hoppys Camp (Lhenpe Artnwe) |
| 8. Larapinta Valley (Yarrenyty Altere) | 16. White Gate (Irrkerlantye) |

Tangentyere programs such as the Emergency Relief and Identity Card Service, Night Patrol, RJCP and CAYLUS provide services to a large number of clients from outside Alice Springs.

3. Population and Mobility of the Town Camps

The issue of Population and Mobility/Urban Drift in Central Australia is significant and represents a major factor in the determination of the level of disadvantage experienced by both residents and visitors. Despite the significance of this issue there is no common understanding of the phenomenon in terms of scale or in terms of the language used to discuss this phenomenon.

3.1. Tangentyere Position on Population and Mobility

The following quote from the 2011/12 Tangentyere Annual Report outlines a Town Camp perspective on the issue of 'population and mobility' on the Town Camps of Alice Springs:

It is no secret to us that the population of the Town Camps has increased as people from remote communities have permanently relocated to Alice Springs and the Town Camps due to the prospect of new housing. Whilst the Town Camps have received 85 new houses we understand that only two communities in Central Australian will receive new houses. The result of this relocation means that while there are more houses in Town Camps they are all as overcrowded as they were before the Northern Territory National Emergency Response. Alice Springs has been the service centre for communities in the MacDonnell Shire, Central Desert Shire, Barkly Shire, APY Lands (SA) and the Ngaanyatjarra Shire (WA). The Alice Springs Town Camps have accommodated the majority of these people as visitors and it now appears that many people are moving from these communities due to the impacts of the Northern Territory Emergency Response, Local Government Reforms, housing shortages, gaps in service delivery and the disempowerment of their residents.

During 2005 the Tangentyere Council Research Unit and the Desert Knowledge Cooperative Research Centre (DKCRC) undertook some research to determine the size and scale of the resident and service population of the Alice Springs Town Camps. This work indicated that the population of the Town Camps was far higher than the numbers estimated by the Australian Bureau of Statistics.

The research undertaken by Tangentyere and the DKCRC during 2005 demonstrated that the service population estimate for Town Camps was between 1,950- 3300, 70% are residents and 30% are either visitors.⁷

Town Campers are very concerned about the number of visitors to Town Camps and have identified the following as significant factors in the large number of visitors to Alice Springs:

- The disproportionate increase in housing on the Town Camps relative to remote communities;
- The accessibility of the Hospital, Renal Dialysis and other Health Services etc;
- The accessibility of retail and banking outlets in Alice Springs;
- The presence of the Court and Correctional Centre (i.e. providing court support or visiting family etc)
- 'Couch Surfing' due to homelessness/moving between houses tenanted by extended family;
- The accessibility of Alcohol;
- The perception that the relative number of jobs available for Aboriginal people is higher in Alice Springs since the abolition of community councils.

Town Campers perceive that there is a link between the number of visitors and level of problem drinking on the Alice Springs Town Camps.

Town Campers have identified that they are concerned about the number of visitors and duration of visits to the Alice Springs Town Camps. Some of the key concerns of Town Campers relate to the following issues:

- The impact of visitors on the aspiration of Town Campers to live in 'Child and Family Friendly' communities that are 'Safe';
- The impact of visitors on vulnerable residents including the Aged and Disabled. This impact is seen to be significantly higher when visitors have been drinking;

Town Camp Residents have identified that the following strategies will help support them to achieve their aspiration of living in 'Child and Family Friendly' communities:

- The development of an operational plan outlining how the Public Housing Safety Officers, Police, Night Patrol and the Town Camp Housing Associations can work together effectively;
- Providing Housing Associations with the capacity to take out trespass orders over the entire area of a Special Purpose Lease or Crown Lease rather than restricting trespass orders to individual dwellings;
- Supporting the development and implementation of whole of community visitor management strategies which could include provisions allowing the Housing Associations to make whole of community decisions rather than restricting decisions to individual households;
- The development of measures to reduce the number of visitors being transported to the Alice Springs Town Camps by Commercial Passenger Vehicles;
- Provide funding to undertake a new *Population and Mobility Study in the Town Camps of Alice Springs* to provide a qualitative and quantitative assessment of issues such as overcrowding and visitor management on the Alice Springs Town Camps;

⁷ Foster, D, Mitchell, J, Ulrik, J and Williams, R 2005, Population and Mobility in the Town Camps of Alice Springs, A report prepared by Tangentyere Council Research Unit, Desert Knowledge Cooperative Research Centre, Alice Springs.

3.2. Regional Development Australia Position on Population and Mobility

The RDA⁸ Regional Development Plan for 2010 to 2012 describes 'Urban Drift' and those who have relocated to major urban centres as follows:

Urban drift is a generic term used to describe situations across the nation whose only similarity is the movement of people from remote to urban communities. In the Territory the position is even more extreme than in most other jurisdictions. We have a unique situation here where the majority of the movement, although some of it is camouflaged by visiting hospital or prison inmates, is primarily to gain access to grog. Even the Rascals in New Guinea who are a huge criminal element initially came out of the bush seeking work whereas few if any of the vagrants within Territory urban communities have any intention of seeking work.

To address the levels of multidimensional disadvantage experienced by Central Australian Aboriginal people this type of negative stereo-typing needs to be addressed.

3.3. Diversity in Town Camp Population Estimates

The following table outlines the discrepancy between resident population figures for the Alice Springs Town Camps for the Australian Bureau of Statistics and the Tangentyere Council Research Hub/Desert Knowledge Research Centre. Tangentyere Council understands that Central Australian Aboriginal Congress and the Department of Housing hold data on the number of Town Camp residents that varies from the ABS and Tangentyere estimates.

		Alice Springs- ABS 2011 Census	
		Aboriginal Population	Total Population
		4689 ⁹	25,186 ¹⁰
Estimates	Town Camp Residents	% Proportion of Aboriginal Population	% Proportion of A/Sp Population
Alice Springs- ABS 2011 Census	882 ¹¹	18.80%	3.50%
Population & Mobility Study (2005)	1950 ¹²	41.59%	7.74%
Population & Mobility Projections (2014)	2765	59%	10.98%

Tangentyere estimates that the service population of the Town Camps is 70% higher than the resident population.

Individual agencies , including the Northern Territory Government (Department of Housing), Commonwealth (ABS) or NGOs (Tangentyere and Congress) have greatly divergent views on the size of the population of the Alice Springs Town Camps and the level and impact of population mobility on these Town Camps. This means that policy prescriptions intended to address issues in the Town Camps are made on assumptions, rather than facts.

The inconsistency of information related to the population and mobility of the Alice Springs Town Camps diminishes the ability of both residents and service providers to determine strategies for tackling the impact of

⁸ Regional Development Australia

⁹ http://www.censusdata.abs.gov.au/census_services/getproduct/census/2011/quickstat/IREG701

¹⁰ http://www.censusdata.abs.gov.au/census_services/getproduct/census/2011/quickstat/LGA70200?opendocument&navpos=220

¹¹ http://www.censusdata.abs.gov.au/census_services/getproduct/census/2011/quickstat/IARE701002?opendocument&navpos=220

¹² Foster, D., et al., *Population and Mobility in the Town Camps of Alice Springs: A report prepared by Tangentyere Council Research Unit.* Desert Knowledge CRC

the large number of visitors on Town Camp and other Public Housing tenancies in Alice Springs. This inconsistency also makes it difficult to determine what the level of Harmful Alcohol Use is occurring amongst residents of the Town Camps and other Central Australian Aboriginal people living in Alice Springs.

4. Commonwealth, Northern Territory and Local Government Strategies

The matter of the development, implementation and operation of Alcohol Policy in the Northern Territory is difficult due to the influence of politics, the electoral cycle, the perception of the issue as being an Aboriginal problem, and, the scale of Alcohol related harm.

The residents of the Town Camps have demonstrated a commitment to the development, implementation and operation of Alcohol Management Plans (AMPs). Town Camp residents commenced working with the Department of Justice in 2010 to develop and implement AMPs. In the intervening period, responsibility for the development of AMPs has passed from the Department of Justice to the Department of Health, and finally to the Department of Business, all of whom have interpreted their responsibility for developing AMPs differently. In the same period the Northern Territory National Emergency Response has been succeeded by Stronger Futures. Finally, both the NT and Commonwealth have had changes of Government. In fact the only constant has been the lack of AMPs in the Northern Territory.

There is a perception amongst Town Camp residents that politics and the electoral cycle has made the development of sustainable and considered approaches, particularly those that meaningfully include Aboriginal perspectives and voices, to addressing Alcohol related harm impossible. It is felt that strategies such as the Alcohol Restriction Monitoring System were abolished without a review of their effectiveness for political reasons.

Table 2: Alcohol Policy and Strategies 2007-2014

The following table outlines major developments in Alcohol Policy and Related Strategies between 2007 and 2014:

Year	1) Commonwealth, Northern Territory Government and Local Government Initiatives	Month
2014	2) Operation Leyland Commenced by the NT Police- in the word of the Chief Minister Operation Leyland aims to enforce a 'full lockdown' at every bottle shop in Alice Springs.	February
2013	3) Alcohol Protection Orders Act passed.	November
	4) Alcohol Protection Orders Bill introduced to parliament.	October
	5) Alcohol Mandatory Treatment Act passed.	July
	6) Alcohol Mandatory Treatment Bill introduced.	May
	7) Operation Marathon Concluded	September
2012	8) Banned Drinker Register Abolished	September
2012	9) CLP Elected as Northern Territory Government	August
2012	10) Stronger Future Legislation Passed- Legislation includes: a) Continuation of Town Camps as Alcohol Protected Areas (Previously known as Prescribed Areas); b) Continuation of Ability for Town Camps to develop and implement Alcohol Management Plans c) Introduction of following minimum standards for Alcohol Management Plans: i) Standard 1: Consultation and Engagement ii) Standard 2: Managing the Alcohol Management Plan iii) Standard 3: Alcohol Management Plan Strategies (1) Supply Reduction (2) Demand Reduction (3) Harm Reduction iv) Standard 4: Monitoring, Reporting and Evaluation v) Standard 5: Clear geographical boundaries	June
2012	11) Operation Marathon Commenced by the NT Police	May
2011	12) Trialling of Electronic POI Systems On-Premises Purposes at the Todd Tavern, Heavitree Gap Hotel and Gap View Hotel	TBC
	13) The development of a Premises Amenity Guideline was announced an supported to address the following: a) To address the decor, furnishings and operations of Licensed Premises identified as encouraging the irresponsible consumption of Alcohol and their Alcohol Fuelled Violence and Anti-Social Behaviour linked to this irresponsible consumption; and to b) To reduce the impact of the irresponsible consumption of Alcohol on the Licensed Premises, staff, patrons and the surrounding environment and residents.	TBC

	<p>14) The Northern Territory Government Enough Is Enough Alcohol Reforms passed into law. Enough is Enough incorporated the following:</p> <p>a) Bans for Problem Drinkers issued in the following ways:</p> <p>i) NTPOL can issue a Banning and Alcohol Treatment¹³ Order when:</p> <p>(1) A person is taken into protective custody three times in three months;</p> <p>(2) a person commits a violent offence and alcohol is involved;</p> <p>(3) a person commits an alcohol-related offence;</p> <p>ii) Through the Alcohol and Other Drugs Tribunal;</p> <p>iii) Through the Substance Misuse Assessment and Referral for Treatment Court (SMART Court);</p> <p>b) Mandated Treatment through:</p> <p>i) The SMART Court had the power to hand down mandatory treatment orders to people guilty of a criminal offence related to alcohol</p>	May
	<p>c) Banned Drinker Register Extended</p> <p>i) Extended to all takeaway liquor outlets across the NT</p> <p>ii) BDR linked to the Alcohol Restriction Monitoring System (ARMS) operating in Alice Springs and Katherine</p> <p>iii) ID Scanners linked to the BDR installed in takeaway outlets across the NT</p> <p>iv) BDR enforces the bans at the point of sale</p> <p>d) Alcohol and Other Drugs Tribunal (ADT) Established</p> <p>i) Those breaching BAT orders for the 3rd time were automatically referred to the ADT</p> <p>ii) The ADT had the power to order clinical assessment of problem drinkers</p> <p>iii) The ADT had the power to do the following:</p> <p>(1) To order people to attend treatment or</p> <p>(2) To order people to attend rehabilitation or</p> <p>(3) To refer people for income assessment</p>	July
	23) NT Government buyback of Hoppy's Cash Store takeaway liquor licence, with the support of the Commonwealth Government	April
	24) NT Government buyback of BP Gap takeaway liquor licence, with the support of the Commonwealth Government	July
2010	25) Commonwealth and NT Government announcement about the commencement of the buyback of liquor licences from Hoppy's Shop, Gap Road BP and Heavitree Gap Shop	July
	26) Municipality of Alice Springs, Alice Springs (Management of Public Spaces) By-Laws Implemented Including:	February
	a) Part 3.2 'Offences Relating to Liquor'	
2009	27) Announcement of the Alice Springs Transformation Plan which incorporated the following:	May
	28) \$25,000,000 for enhanced social services, including support for Alcohol and Other Drug Rehabilitation and Support	
	29) Operation Raid Commenced by the NT Police	January
2008	30) Alcohol Restriction Monitoring System (Requirement for Photo ID for Alcohol Purchases) Implemented	June
	31) CCTV Surveillance Implemented in Alice Springs CBD	April
2007	32) Introduction of the Northern Territory National Emergency Response Bill including the following provisions:	August
	a) Income Management;	
	b) Designation of Town Camps, Communities and Community Living Areas as Alcohol Prescribed Areas;	
	33) Alice Springs Designated as a Public Restricted Area (Dry Area)	July

¹³ The receipt of a Banning Alcohol and Treatment (BAT) notice prohibited individuals from purchasing, possessing or consuming alcohol. BAT Notices were enforced through the BDR.

5. The Town Camp and Tangentyere Council Perspective

5.1. Principles for Supply Reduction

Whilst we acknowledge that more work needs to be undertaken in the area of stakeholder consultation and endorsement with regard of the following principles we feel that these principles succinctly capture the views of our constituents with regard to the 'Principles of Supply Reduction' from a Town Camp perspective:

1. Supply reduction strategies should not be specifically directed toward Aboriginal people;
2. The designation of Alcohol Protected Area status over Aboriginal Community Living Areas is discriminatory and should be repealed;
3. Supply reduction strategies should be targeted toward problem drinkers and not communities on the basis of:
 - Where a person is taken into Protective Custody greater than 3 times in 3 months;
 - Where a person is engaged in Antisocial Behaviour and Alcohol is involved;
 - Where a person is committed of a Crime and Alcohol is involved;
 - Where a person is committed of a Violent Offence and Alcohol is involved;
 - Where a person has breached the conditions of a Alcohol Management Plan.
4. Supply reduction strategies should not have financial disadvantage to individuals. Problem Drinkers should be prevented from purchasing alcohol at the point of sale. Purchases should not be confiscated out the front of take-way outlets.

5.2. Enforcing Bans at the Point of Sale

Once again further consultation work needs to be undertaken but to date our members support the enforcement of Alcohol Protection Orders and/or Banning and Treatment Orders at the Point of Sale through the reintroduction of the Alcohol Restriction Monitoring System. This would operate as follows:

1. The Alcohol Restriction Monitoring System (ARMS) needs to be reintroduced to all takeaway liquor outlets across Alice Springs;
2. The Alcohol Restriction Monitoring System uses Identification Scanners that are linked to a register of individuals subject to the following types of order:
 - Banning and Alcohol Treatment Order and/or
 - Alcohol Protection Order
3. Alcohol Restriction Monitoring System enforces the bans at the point of sale;
4. The Alcohol Restriction Monitoring System also enforces restrictions on the sale of targeted products.

5.3. The Recommendations from the Indigenous Deaths in Custody 1989-1996 Report

The Government should not implement strategies that effectively re-criminalise public drunkenness or the Harmful Use of Alcohol. The implementation of such strategies is counter the recommendations made in the report on Indigenous Deaths in Custody 1989-1996.

Tangentyere Council believes that the Northern Territory Government should have postponed the abolition of the Banned Drinkers Register and the Alcohol Restriction Monitoring System (ARMS) until after conducting a comprehensive review of these measures.

According to the Inquest into the death of Kwementyaye Briscoe the number of individuals held in Police Protective Custody had decreased by ~35% from the figure of 14,444 (1st April 2009 to 31st March 2010) to 9,356 (1st April 2011 to 31st March 2012). This reduction is significant and suggests that the measures

implemented by both the Commonwealth and Northern Territory Government were effective. Whilst the Alcohol Restriction Monitoring System and BDR were only extended to all parts of the Northern Territory in July 2011 these systems had effectively been in place in Alice Springs since June 2008.

As such the impact of individual measures should be assessed prior to their removal.

5.3.1. Alcohol Protection Orders

The issuing of Alcohol Protection Orders in their current format effectively criminalises alcoholism and fails to treat an enabler of the problem, which is access to alcohol. In contrast, the Banned Drinkers Register (BDR) prevented persons who were the subject of a Banning Alcohol and Treatment Notice (BAT) from purchasing alcohol. A BAT could be given to a person for a number of reasons; importantly it was not an offence for a person to breach a notice.

The Northern Territory Government has defended Alcohol Protection Orders for the following reasons:

- The BDR put the responsibility on the licensee rather than on individuals;
- The BDR was an inconvenience for the general public;
- Alcohol Protection Orders put the responsibility back on the person who is the subject of the order;
- The high penalty for breaching the order will act as a deterrent

From the perspective of Tangentyere the reality of this scheme is that it has resulted in a significant number of negative outcomes:

- Whilst it can be argued that the BDR made licensees responsible through the scanning of ID documents Alcohol Protection Orders have shifted responsibility to the Police;
- Tangentyere believes that the use of 'Racial Profiling' in Operations such as Operation Leyland which has damaged the relationship between Aboriginal people and the Police is at least partly motivated by the need to enforce Alcohol Protection Orders in the absence of an ARMS;
- The promotion Operation Leyland through the use of signage depicting a 'Black Crow' has been interpreted by many Aboriginal people as being racist;
- Operations such as Operation Leyland have caused 'injury' and 'trauma' to Aboriginal people who feel discriminated against;
- Aboriginal people have been repeatedly inconvenienced through being questioned when accessing Supermarkets to do shopping;
- The commitment of Police to Operations such as Operation Leyland is resource intensive and must have a negative impact upon other Police operations;
- The high penalties for breaching Alcohol Protection Orders is counter the recommendations made by the Indigenous Deaths in Custody 1989-1996 Report.

5.3.2. Alcohol Mandatory Treatment

Whilst broadly supportive of Alcohol Mandatory Treatment Tangentyere Council holds concerns about the application of a criminal penalty to an individual who fails to comply with a health treatment. This is particularly so in the case of individuals suffering from alcoholism, given that the desire to obtain and consume alcohol is a feature of addiction and outside the control of the individual.

It follows that Tangentyere is opposed to aspects of Alcohol Mandatory Treatment that mean that either being drunk or not complying with an Alcohol Treatment Order becomes a criminal offence.

5.4. Medically Supervised Detoxification

After the Inquest into the death of Kwementyaye Briscoe, Tangentyere made the following two (2) recommendations to the Northern Territory Government regarding both the enhancement of existing Sobering up Shelters through the addition of capacity through the recruitment of medical staff allowing for Medically Supervised Detoxification and through the physical expansion of these services allowing for increased capacity:

- That the provision of additional funding be provided to 'Sobering up Shelters' for the recruitment of nursing staff and the establishment of suitably equipped medical rooms;
- That existing 'Sobering up Shelter' facilities be augmented either through additional beds at existing facilities or through the creation of additional 'Sobering up Shelters'. Tangentyere Council supports the use of 'Sobering up Shelters' as a preferable alternative to the use of 'Police Protective Custody'. This is consistent with the recommendations made in the report on Indigenous Deaths in Custody 1989-1996

5.5. Alcohol Management Plans

Many Town Camps aspire toward the implementation of Alcohol Management Plans (AMPs). To date no Town Camp has achieved an AMP.

Tangentyere Council considers that a bipartisan approach is needed to support the long term viability of strategies developed to address the issue of Alcohol and Alcohol Related Harm.

For example the Mount Nancy Housing Association commenced working with the Licensing Commission in 2010 to develop and implement an AMP. In the period that has since passed, the responsibility for the development of AMPs has passed from Licensing Commission through the Department of Health and on to the Department of Business. In addition the Northern Territory National Emergency Response has been succeeded by Stronger Futures (Stronger Futures had a significant impact on how AMPs operate). Finally, in this same period, both the NT and Commonwealth have seen changes of Government. There have been significant changes of legislation at the Territory level also. Two versions of the Mount Nancy Management Plan have been endorsed by the community and submitted to the government since the process commenced (see Appendix 1).

The membership of Tangentyere sees AMPs as a better alternative to the imposition of the Alcohol Protected Area Status over Town Camps.

Tangentyere is currently in discussions with the Department of Business about the development of a collaborative relationship between the Department of Business and the Tangentyere Council Research Hub in undertaking research and community consultation regarding the development of AMPs.

This research will look at key issues such as the geographical scope of AMPs (i.e. whether AMPs apply to single Town Camps, Town Camp Clusters or all Town Camps etc) and the composition of the AMPs with regard to Supply Reduction, Harm Minimization and Demand Reduction.

The research will be developed around two key principles- that the research be consultative and engaged; and, that it focus on developing governance and representation in relation to alcohol management as it is conducted. Getting strong and deep participation among the Town Camp population is critical for the research to be meaningful and produce outcomes. Tangentyere is also focused on maximising the ongoing participation by Town Camp people and their representatives in the longer term, recognising the key role of effective governance and leadership in creating sustainable strategies for alcohol management. .

Given the proposed collaboration between the Department of Business and the Tangentyere Council Research Hub, Tangentyere will not pre-empt to any great extent the findings of this research. Tangentyere can however outline a number of consistent themes with regard to AMPs including:

1. AMPs should supersede the designation of Town Camps as 'Alcohol Protected Areas';
2. The repeal of 'Alcohol Protected Areas' status could provide the opportunity for people to possess and consume Alcohol provided that this is done responsibly;
3. Where symptoms of problem drinking are identified the Housing Association Management Committee, Tenancy Manager and/or the Housing Authority could consider measures for individuals or households such as the following:
 - Requesting the assistance of the Police in issuing a Banning Alcohol and Treatment (BAT) Notice, Alcohol Protection Order (APO) or equivalent against individuals;
 - Applying for the designation of the status of 'Alcohol Restricted Premises' over individual dwellings;
4. 'Alcohol Restricted Premises' designation could be determined through the following methods:
 - Voluntarily
 - Where tenants are engaged in Antisocial Behaviour and Alcohol is involved;
 - Where tenants have committed a Crime and Alcohol is involved;
 - Where tenants have committed a Violent Offence and Alcohol is involved;
 - Where tenants have breached the conditions of a Community Controlled Alcohol Management Plan.
5. Individual Alcohol Bans could be enforced by the Alcohol Restriction Monitoring System;
6. AMPs could be further strengthened by providing the capacity for whole of Town Camp Lease trespass orders rather than restricting trespass orders to individual dwellings

5.6. Reinstatement of the Living with Alcohol Program

The Living with Alcohol program (LWA) was established with the aim of being a comprehensive public health strategy to address alcohol related harm in the NT.

From 1992 to the year 2000, the Northern Territory Government committed funding to implement the Living with Alcohol Program as a whole of government approach to reduce alcohol related harm.

Town Campers support the reintroduction of the Living with Alcohol Program and recognise that the program's aim of Reducing Alcohol Related Harm in the NT through the encouragement of individual and collective strategies for exercising effective controls over drinking behaviour is a pragmatic and long term response to the reality that Alcohol is present in the Northern Territory.

5.6.1. Alcohol Levy/Volumetric Tax

The LWA was established with the aim of being a comprehensive public health strategy to address alcohol related harm in the NT. It was originally funded by an additional levy on alcohol products containing more than 3% alcohol by volume. Other funding mechanisms were developed following a High Court ruling in 1997 which disallowed States and Territories to use licensing fees to raise tax revenue.

Given the importance of the Living with Alcohol Program Tangentyere would support the House of Representatives Standing Committee on Indigenous Affairs Inquiry into the Harmful Use of Alcohol in Aboriginal and Torres Strait Islander Communities to revisit the issue of generating income through the use of an additional levy on alcohol products containing more than 3% alcohol by volume.

The income from this levy would be used to support the operation of a comprehensive public health strategy to address alcohol related harm in the NT.

5.6.2. Components of a New Living with Alcohol Program

5.6.2.1. Cultural Component

Town Campers have identified that any programmes addressing issues such as Alcohol or Alcohol Related Harm require a strong 'Cultural Component'.

This 'Cultural Component' has three (3) aspects. These aspects are as follows:

- a) 'Cultural Transmission'- the first aspect is about making people strong through participation in activities that broadly support 'Cultural Transmission'. Such activities could include the creation of artefacts, art, sculpture and the use of multimedia to create videos/animations or images promoting 'Cultural Maintenance and Transmission' as an alternative to Alcohol Misuse';
- b) 'Local Community Campaigns'- the second aspect would be to operate 'Local Community Campaigns' at the level of individual Town Camps or Town Camp Clusters to engage children, young people, adults and multigenerational families in 'Campaigns' operated in collaboration with External Services. These 'Campaigns' would promote healthy eating, cooking, local food production and participation in sport & recreation (Amateur Sporting Association Membership). Such projects would aim to incorporate a bush foods component as a cultural transmission activity. The central focus would be to target messages associated with getting active, having regular health checks, eating good foods with key messages associated with how participants can live longer healthier lives. The footprint of these 'Campaigns' would be expanded through the engagement of local film makers in the development of resources such as videos promoting messages encouraging healthy life style choices such as healthy eating, moderate alcohol consumption, quitting smoking and regular exercise. Such media will be produced in Central Australian Aboriginal Languages such as Arrernte, Warlpiri, Luritja, Pitjantjatjara etc. Participants will be given tuition in video making, digital photography and editing. Videos will be produced in language and offered as language content to Indigenous Community Television (ICTV). Please note Appendix 2 which was developed by Ewyenper Atwatye (Hidden Valley) Community Centre to promote the importance of responsible drinking at the risk posed to children by parents setting a poor example;
- c) The Development of a 'Responsible Alcohol Culture'- the development of a 'Responsible Alcohol Culture' is about supporting people to learn to live with alcohol. If people are to learn to live with alcohol, there must be a change in both individual behaviour and the 'Alcohol Culture' of the NT. Tangentyere supports the original aims of the LWA which were as follows:
 - i) Establishment of an awareness of the links between alcohol misuse and community, family and personal problems;
 - ii) Provision of information about responsible drinking and the consequences of excessive consumption so that people can make informed choices;
 - iii) The creation of an environment which actively encourages responsible drinking and discourages hazardous consumption;
 - iv) Support for individuals, families and communities in their careful drinking choices, including people and communities that choose not to use alcohol or to restrict the availability of alcohol.

5.6.2.2. Health Promotion Outreach Model

Tangentyere supports the development of a program promoting the 'responsible use of alcohol' and is developing a model based upon the following description:

Responsible Drinking

Tangentyere supports the development of an outreach program for the promotion of the responsible use of alcohol amongst 'Town Campers', 'Rough Sleepers' and other Central Australian Aboriginal people. Outreach workers would need to be qualified in Family Therapy, Health Promotion and Alcohol and Other Drugs Work. The project would include a literature review of analogous projects from around Australia with a view to developing culturally appropriate toolkits for staff that would allow the development and delivery of further programs. The outreach team would coordinate interagency service delivery for the purpose of making and receiving referrals and to avoid the duplication of service delivery with other programs. Tangentyere would be interested in running an initial pilot program with one (1) Coordinator and four (4) outreach teams composed of one (1) male and one (1) female each. In addition Tangentyere would like to explore an additional component of this model that would see the development of a professional development model allowing this program to deliver workshops to NGO service providers and residents concerned about alcohol misuse and problem drinking. Such 'professional development' could increase the footprint of this project and empower community members to tackle the issue directly or to enter the community services sector. The final component of the proposal would see the development of 'local community campaigns', this would be in partnership with language speakers, community members, amateur video makers and local media.

5.6.2.3. Improving the Amenity and Functionality of Town Camps

Despite the expenditure of \$100,000,000 on the Alice Springs Town Camps through the Strategic Indigenous Housing and Infrastructure Program (SIHIP) the Town Camps still not meet the level of amenity enjoyed by other areas of Alice Springs.

Tangentyere feels that improving the infrastructure on the Town Camps is an important step toward addressing the social issues on the Town Camps. The following steps are seen as a priority:

1. Alice Springs Town Council Subdivision Guidelines to be applied to the Alice Springs Town Camps;
2. Crime Prevention Through Environmental Design (CPTED) Principles to be applied to Town Camp Public Spaces;
3. Street Lighting and Lighting for Public Spaces on Town Camps is required;
4. Town Camp Open Spaces and Parks should be developed to the level of other Alice Springs 'Large Local Parks'. The presence of 'Large Local Parks' will provide safe and engaging alternatives to the Harmful Use of Alcohol and an improved ability to supervise the negative impacts of the Harmful Use of Alcohol;
5. Community Hubs should be developed. The presence of Community Hubs provides a focus for Community Development and the Integrated Delivery of Services on the Alice Springs Town Camps.

5.6.2.4. Authorised Persons

Under the Volatile Substance Abuse Prevention Act (VSAP) individuals can be appointed as Authorised Persons. Authorised Persons can do a number of things including conducting searches, the seizure of volatile substances, the apprehension of people deemed to be 'at risk' and applying for the medical assessment of 'at risk' individuals for the purpose of obtaining a treatment order. Tangentyere is not suggesting that an Authorised Person under an Alcohol Management Plan be provided the same responsibility as an Authorised Person under the Volatile Substance Abuse Prevention (VSAP) Act; however there are aspects of the role that would be of interest including the following:

- Access to Brief Intervention training through the Department of Health;
- Access to AMP Authorised Person's Training;
- The development of an appropriate referral and reporting framework that is accessible to community members with specific regard to 'Problem Drinkers'

In reality individuals would need to be nominated and accepted by those responsible for the 'development, implementation and operation' of individual AMPs

The main purpose of having Authorised Persons would be to facilitate the enhanced engagement between the Housing Associations and Northern Territory Government Services Providers including the Police.

Currently many Town Campers feel that their capacity to participate in useful collaboration with the Police is underutilised.

5.6.2.5. NGO Programme Funding Stream

During the course of this submission a number of areas have been identified that would require additional resourcing at a time when both the Commonwealth and the Northern Territory Government are looking at reducing expenditure for the purpose of generating a 'Budget Surplus'.

This is the motivation for our recommendation that the House of Representatives Standing Committee revisit the issue of an Alcohol Levy and/or Volumetric Tax. Such a Levy/Tax would generate an income stream that could be specifically targeted toward programmes aimed at addressing the Harmful Use of Alcohol.

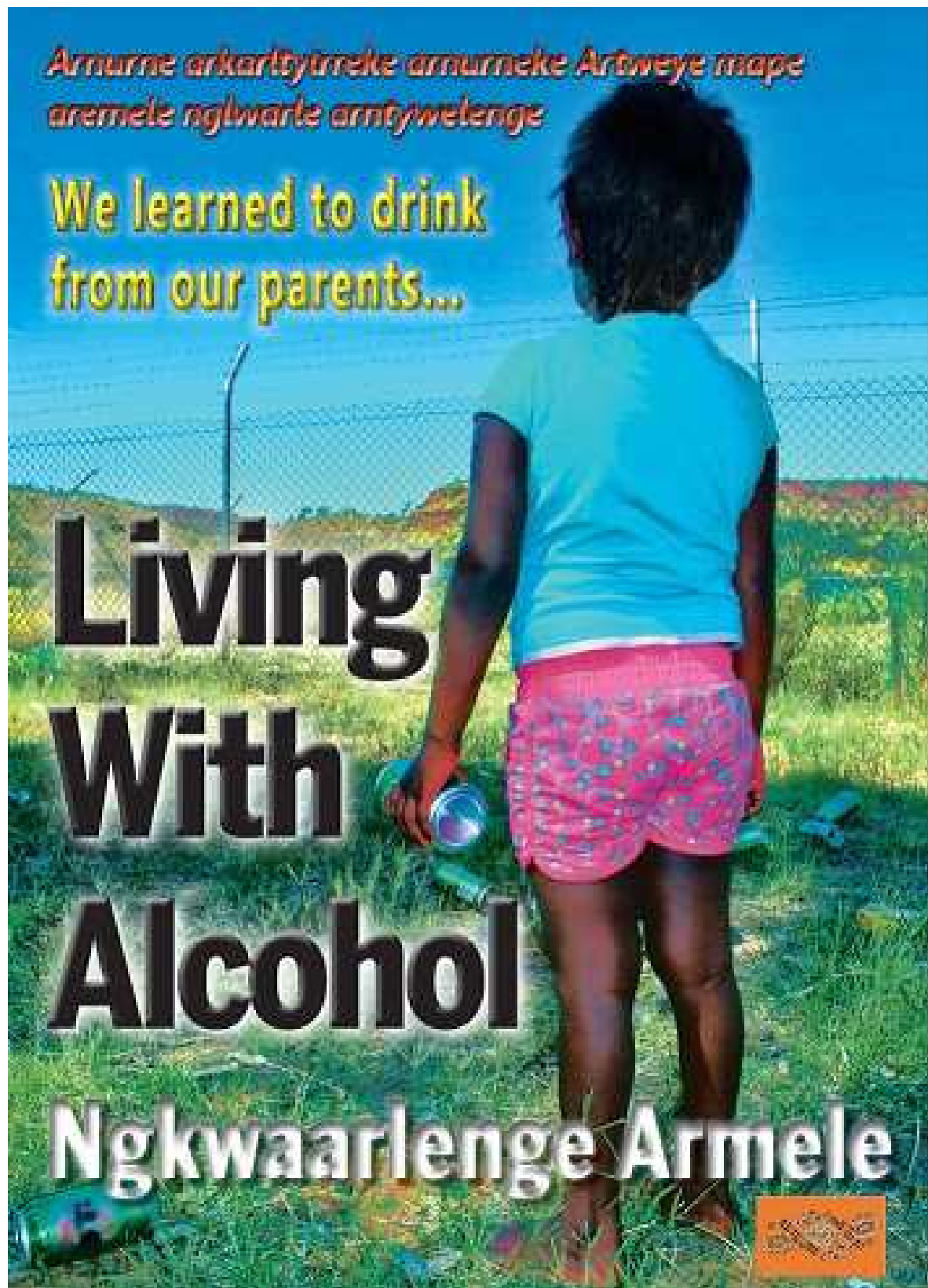
Such programmes could include the following types of programmes identified in the main body of this document:

- Reintroduction of an Alcohol Restriction Monitoring System;
- The Resourcing of AMP Harm Minimisation Framework;
- The Resourcing of AMP Demand Reduction Strategies;
- The enhancement of existing Sobering up Shelters to support 'Medically Supervised Detoxification';
- Then 'Physical Expansion' of Sobering up Shelters;
- Reinstatement of the Living with Alcohol Program including the resourcing of 'Cultural Transmission', 'Local Community Campaigns' and 'Harm Minimisation' activities;
- Development of a Health Promotion Outreach Model;
- The improvement of the amenity and functionality of Town Camps and Aboriginal Communities allowing for the implementation of CPTED Principles, Subdivision Guidelines and the Development of Large Local Parks.

Appendix 1: Timeline for the Development of the Mount Nancy Alcohol Management Plan

The following timeline is used to demonstrate the progress of the Mount Nancy AMP in the midst of a changing political and legislative environment:

August 2007	Northern Territory National Emergency Response Bill 2007 was introduced in the Parliament of Australia.
February 2011	Work on the AMP commenced in 2010 and was endorsed at the community level in February 2011
June 2011	The Stronger Futures in the Northern Territory discussion paper, was released on 22 June 2011 by the Prime Minister, the Hon Julia Gillard MP, and the Minister for Families, Community Services and Indigenous Affairs, the Hon Jenny Macklin MP.
August 2011	Licensing, Regulation and Alcohol Strategy stated that: <ol style="list-style-type: none"> 1. The Mount Nancy AMP was currently being looked at by the intergovernmental working group. This group will make some recommendations with regard to funding and implementation; 2. The Mount Nancy AMP will be forwarded to Minister Macklin who will be requested to endorse the AMP; 3. Once the plan has received Ministerial endorsement Licensing will then meet with the community to action the implementation of the plan.
November 2011	The Stronger Futures legislation was introduced in the Parliament of Australia by the Hon Jenny Macklin, the Minister for Families, Community Services and Indigenous Affairs, and was subsequently supported by the Prime Minister, the Hon Julia Gillard
January 2012	The Mount Nancy AMP was redeveloped on the basis of advice from the intergovernmental working group. The second version of the Mount Nancy Alcohol Management Plan was endorsed by the community in January 2012.
February 2012	The Stronger Futures legislation was passed in the House of Representatives
June 2012	The Stronger Futures legislation was passed in the Senate
August 2012	The incumbent Northern Territory Australian Labor Party Government led by Chief Minister Paul Henderson was defeated by the opposition Country Liberal Party led by opposition leader Terry Mills
August 2013	Responsibility for the development and implementation of AMPs had by this stage been shifted to the Department of Health which stated that: <p>“The Mount Nancy AMP is to be reviewed; some strategies are no longer valid or operational. Also, to meet the Minimum Standards required under the Stronger Futures in the Northern Territory Legislation, the current layout of the AMP has since been revised.”</p>
August 2013	The proclamation dissolving the Australian parliament and formally beginning the election period, was issued by the Governor-General
September 2013	A federal election to determine the members of the 44th Parliament of Australia took place
Sept 2013	The incumbent Labor Party Government led by Prime Minister Kevin Rudd was defeated by the opposition led by Tony Abbott of the Liberal Party of Australia and Warren Truss of the National Party of Australia



Appendix 3: Projected Town Camp Population Increase

Town Camp		Houses			Population & Mobility Study	
Official Name	Alternative	# Prior to SIHIP	# Since SIHIP	Total	Residents (05)	Projected (2012)
Ilperle Tyathe	Warlpiri	7	2	9	109	140
Aper-Alwerrkngge	Palmer's Camp	6	1	7	51	60
Itwiyethwenge	Basso's Farm	2	0	2	9	9
Mount Nancy	Mount Nancy	11	0	11	63	63
Anthelk-Ewlpaye	Charles Creek	21	0	21	121	121
Nyewente	Trucking Yards	19	7	26	148	203
Akngwertnarre	Morris Soak	10	5	15	65	98
Ewyenper-Atwatye	Hidden Valley	23	24	47	243	497
Yarrenyty Arltere	Larapinta Valley	22	12	34	184	284
Anthepe	Drive In	8	7	15	94	176
Inarlenge	Little Sisters	13	9	22	154	261
Ilyperenye	Old Timers	8	1	9	89	100
Ilparpa	Ilparpa	11	2	13	106	125
Mpwetyerre	Abbotts Camp	6	0	6	74	74
Ilpeye Ilpeye	Golder's Camp	9	6	15	61	102
Karnte	Karnte	12	7	19	135	214
Lhenpe Artnwe	Hoppy's Camp	11	2	13	167	197
Irrkerlantye	White Gate	n/a	n/a	n/a	41	41
Total		199	85	284	1914	2765

Appendix 4: Outline of Town Camp Governance and Tenure

Association/Aboriginal Corp.	Alias	Special Purpose Lease	Crown Lease	Parcel	Title	Area (ha)
Ilperle Tyathe Assoc. Inc	Warlpiri	SPL-450		1	Volume 623 Folio 349	8.72
Aper-Alwerrkng Assoc. Inc	Palmer's Camp	SPL-459		1	Volume 622 Folio 260	0.917
Itwiyethwenge ¹⁴	Basso's Farm	SPL-554		1	Volume 192 Folio 046	0.734
Mount Nancy Assoc. Inc	Mount Nancy	SPL-409		1	Volume 622 Folio 358	4.25
Anthelk-Ewlpaye Assoc. Inc	Charles Creek	SPL-426		3	Volume 622 Folio 183	13.45
Nyewente Assoc. Inc	Trucking Yards	SPL-449		1	Volume 622 Folio 182	6.9
Akngwertnarre Assoc. Inc.	Morris Soak	SPL-438		1	Volume 622 Folio 176	2.76
Ewyenper-Atwatye Assoc. Inc.	Hidden Valley	SPL-473		1	Volume 622 Folio 177	28.55
Yarrenyty Arltere Assoc. Inc	Larapinta Valley	SPL-536		1	Volume 191 Folio 062	90.61
Anthepe Housing Assoc. Inc.	Drive In	SPL-412		1	Volume 622 Folio 178	14.41
Inarlenge Assoc. Inc.	Little Sisters		Crown Lease-1112	1	Volume 333 Folio 116	8.9
Ilyperenye Assoc. Inc.	Old Timers	SPL-550		1	Volume 192 Folio 020	2.65
Ilparpa Aboriginal Corp.	Ilparpa	SPL-493		1	Volume 622 Folio 259	3.57
Mpwetyerre Aboriginal Corp.	Abbotts Camp	SPL-543		1	Volume 622 Folio 185	1.54
Karnte Aboriginal Corp.	Karnte		Crown Lease- 1111	1	Volume 622 Folio 184	7.51
Lhenpe Artuwe Assoc. Inc.	Hoppy's Camp	n/a ¹⁵		n/a	Volume 622 Folio 183	13.45

¹⁴ The Itwiyethwenge (Bassos Farm) Special Purpose Lease is held by Mt Nancy Association Inc.

¹⁵ See Charles Creek (i.e. Lhenpe Artuwe is part of SPL-426)