Safe Celebrations

A report into out-of-control youth parties in Queensland

by the
Safe Youth Parties Taskforce

for the
Minister for Police and Corrective Services

10 March 2006
The Safe Youth Parties Taskforce has been a challenging initiative and due to the nature and broad implications of out-of-control parties, difficult to keep within the parameters of “parties” alone. Many of the negative consequences of youth parties are tied up with broader social issues such as parental responsibility, drug and alcohol abuse by young people, social and economic development for young people, juvenile justice, the role of security providers, and the list goes on. While not examining the broader issues in significant depth, this report will touch on many of these issues.

The Taskforce members undertook extensive consultation throughout Queensland between May and December 2005. This included organising public forums in a number of regional centres where a prevalent number of parties were getting out-of-control. Taskforce members also talked to students at their local high schools, called for written and oral public submissions via the internet, local radio and newspapers, visited a number of police jurisdictions regarding local operations, met with government departments and stakeholder groups regarding legislation and policy across these agencies, and spoke to many individuals and groups who were affected by these parties. A youth survey was also conducted.

Throughout the consultations, a number of significant issues were repeatedly raised by stakeholders. Firstly, young people enjoy being part of a large group of their peers in social settings and feel comfortable with the non-authoritative nature of the group. Secondly, drunken behaviour and gatecrashers were identified as major contributors to parties getting out-of-control. Thirdly, it was clear that the problem of out-of-control parties has a broad range of possible solutions which were not solely the responsibility of government, but also the responsibility of local government, parents, community and law enforcement agencies.

The Queensland Police Service ‘Party Safe’ initiative was identified as a useful tool to assist police with managing planned parties. However, few people reportedly are aware of its existence or take advantage of the program.

The broader problem of out-of-control youth gatherings warrants a longer term, multi-faceted, flexible and more co-operative approach to produce a safer social environment which can deal with all of the issues that lead to these gatherings getting out-of-control in the first place. This report is just the first step towards better social and criminal justice systems. Resulting changes and programs will be an enormous task for government and the community.

I would like to thank and acknowledge the support of the Minister for Police and Corrective Services, the Honourable Judy Spence MP and her staff, my fellow Taskforce members (listed overleaf), other Members of Parliament, Criminal Justice Research, the Queensland Police Service, the Department of Communities, the Department of Education and the Arts, the Office of Economic and Statistical Research, Hansard staff, the Queensland Parliamentary Library, and all of those individuals, young people and community organisations who contributed towards the Taskforce findings.

The Taskforce has assessed the current situation in Queensland, examined existing laws and programs and has put forward their ideas and suggestions which can be further explored by government and communities. I believe that by working collaboratively as we have done in this exercise, we can go a long way towards achieving sustainable outcomes and a much safer community in the future, particularly for our young people.

Julie Attwood MP (Member for Mount Ommaney)
Chair, Safe Youth Parties Taskforce
TASKFORCE MEMBERS

- Julie Attwood MP, Member for Mount Ommaney (Chair)
- Peta-Kaye Croft MP, Member for Broadwater
- John English MP, Member for Redlands
- Paul Hoolihan MP, Member of Keppel
- Carolyn Male MP, Member for Glass House
- Christine Smith MP, Member for Burleigh
- Barbara Stone MP, Member for Springwood

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- The young people who participated in the youth survey;
- All community members who attended community forums or completed online, written or oral submissions;
- The Queensland Parliamentary Library for research support;
- The Queensland Police Service for their support and assistance with data collection and analysis;
- The Office of Economic and Statistical Research for developing and analysing the youth survey;
- The eDemocracy Policy Team in the Department of Communities for facilitating the online consultation process; and
- Criminal Justice Research in the Department of the Premier and Cabinet for research and secretariat support.
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<td>ADF</td>
<td>Australian Drug Foundation</td>
</tr>
<tr>
<td>AIC</td>
<td>Australian Institute of Criminology</td>
</tr>
<tr>
<td>ASIAL</td>
<td>Australian Security Industry Association Limited</td>
</tr>
<tr>
<td>CJR</td>
<td>Criminal Justice Research</td>
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<tr>
<td>DoC</td>
<td>Department of Communities</td>
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<tr>
<td>JJA</td>
<td>Juvenile Justice Act 1992</td>
</tr>
<tr>
<td>NDSHS</td>
<td>National Drug Strategy Household Survey</td>
</tr>
<tr>
<td>NHMRC</td>
<td>National Health and Medical Research Council</td>
</tr>
<tr>
<td>OESR</td>
<td>Office of Economic and Statistical Research</td>
</tr>
<tr>
<td>OFT</td>
<td>Office of Fair Trading</td>
</tr>
<tr>
<td>PCYC</td>
<td>Police Citizens Youth Club</td>
</tr>
<tr>
<td>PPRA</td>
<td>Police Powers and Responsibilities Act 2000</td>
</tr>
<tr>
<td>QPS</td>
<td>Queensland Police Service</td>
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<tr>
<td>SETON</td>
<td>Self Enforcing Ticketable Offence Notice</td>
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<tr>
<td>SPA</td>
<td>Security Providers Act 1993</td>
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<tr>
<td>SPER</td>
<td>State Penalties Enforcement Register</td>
</tr>
<tr>
<td>SYP Taskforce</td>
<td>Safe Youth Parties Taskforce</td>
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<tr>
<td>VTEC</td>
<td>Vocational Training and Education Centre</td>
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EXECUTIVE SUMMARY

In May 2005, the Honourable Judy Spence MP, Minister for Police and Corrective Services, established the Safe Youth Parties Taskforce (SYP Taskforce) following increasing media attention and community concern about the nature and extent of disruptive youth parties across Queensland. Specifically, the SYP Taskforce aimed to:

- determine the causes of, and extent to which, youth parties and gatherings in Queensland, either in private homes or in public spaces (such as beaches and parks), disrupt community peace and impact on the safety of young people and the community;
- examine the activities arising from youth parties and gatherings which may be either disruptive, damaging or dangerous to young people and the community;
- examine existing practices and the available evidence for both proactive and reactive strategies that are most likely to reduce the adverse impacts of youth parties and gatherings; and
- make recommendations on ways to reduce the adverse impacts of youth parties and gatherings on young people and improve community safety and amenity.

The SYP Taskforce gathered information from a wide range of sources to establish a comprehensive understanding of the nature and extent of youth parties, and to ensure that multiple perspectives were considered. These sources included:

- Queensland Police Service (QPS) data
- A youth survey
- Public submissions (written, oral and online)
- QPS Assistant Commissioner submissions
- Stakeholder consultations and interviews
- Media reports.

The following themes emerged from this consultation and data analysis process which occurred between June and October 2005.

Prevalence and nature of youth parties

- Despite media reports that suggest youth parties are a significant problem, police receive very few calls to attend out-of-control youth parties.

- In the nine areas of the state that were studied in this review, and which comprise a large proportion of Queensland’s youth population, fewer than two per cent (n=1,490) of calls for police service related to young people (either parties or gatherings).

- Of these 1,490 calls for service, 38 per cent (n=564) related to youth parties. This is less than one per cent of all calls for police assistance.

- The majority of young people agreed with these findings, suggesting that parties becoming out-of-control is not a serious problem.

- The prevalence of youth parties being gatecrashed is relatively consistent in densely populated areas across the state.

- The majority of parties are held on private premises, are often supervised and are attended by young people under 18 years of age.

- The community recognised the role of the media in influencing the perception of an increase in out-of-control parties.
Safe Youth Parties Taskforce

Key issues associated with youth parties getting out-of-control

- Excessive alcohol consumption, drunken behaviour and gatecrashers were identified as the primary factors that contributed to parties getting out-of-control.

- While the perception is that large numbers of gatecrashers routinely converge on parties, the data does not support this. Nearly half the youths surveyed indicated that gatecrashers never or rarely arrived at parties. Further, evidence from the police data showed that when they did, parties were attended by 40 uninvited guests or fewer.

- Notwithstanding the relative infrequency of gatecrashing, the arrival of uninvited guests is a major factor to a party becoming out-of-control, especially resulting from violent behaviour in response to attempts to eject gatecrashers from the party.

- There was a widespread perception that text messaging has led to larger numbers of young people gatecrashing parties. While text messaging is used in this way, evidence suggests that word-of-mouth remains the primary method of information dissemination.

- There was also the perception that young people have few suitable and affordable entertainment options available to them.

- Lack of parental responsibility for their children's behaviour emerged from the submissions and community forums. It is not currently an offence for parents to supply their children with alcohol on private property or for young people to consume alcohol on private property. However it is of great community concern that parents are providing their children with sometimes large quantities of alcohol.

- Lack of parental supervision was also raised. The perception is that many parties are unsupervised and that this lack of appropriate supervision facilitates parties becoming out-of-control. Survey results indicated that parties held at a private house were far more likely to be supervised than those held in public spaces.

- Young people themselves noted the need for increased supervision by parents at parties and of teenagers in general.

Consequences of out-of-control youth parties

- Police officers are most frequently called to youth parties in response to street disturbances or noise complaints.

- However, there are other unintended consequences that should not be dismissed. For example, while the numbers of out-of-control parties may be quite small, there is evidence that young people and police are being physically assaulted, property is being damaged, young people are being sexually assaulted and are having unplanned (and unsafe) sex.

- Media reporting of out-of-control youth parties may be contributing to the elevation of fear of crime in the community.

Current responses in Queensland

- In certain circumstances, police have powers to respond to consequences arising from out-of-control parties, such as:
  
  - consumption of alcohol in public places;
  - move on powers in prescribed places;
  - trespass and invasion of privacy powers;
  - breach of peace, public nuisance and noise abatement powers; and
  - arrest powers if offences have occurred.

- The QPS also has a Party Safe program which provides advice about ensuring a safe party and allows people to register their party in advance with their local police. However this initiative appears to be largely unknown by young people and the wider community.
The SYP Taskforce found that there is no consistency state-wide by the QPS with regard to ensuring best practice in procedures for the operation of the Party Safe program across police districts.

When police are called to a private party and are requested to shut it down, they are effectively policing a lawful event. The most common response is dispersal.

The SYP Taskforce received complaints that no-one appears to be held accountable for the damage or distress that is caused by these out-of-control parties. Some people suggested that if the perpetrators cannot be held legally or financially accountable then parents/guardians should be liable.

Current responses in other jurisdictions

The issue of out-of-control youth parties is not a phenomenon unique to Queensland. Many other jurisdictions in Australia and overseas have similar problems and have developed various initiatives to deal with the problem.

In other Australian jurisdictions, as in Queensland, police services have introduced party register programs that include educational materials. Similarly, some non-Government organisations (e.g. Australian Lions Drug Awareness Foundation) and local government (e.g. Newcastle City Council) have produced promotional materials to inform young people about issues arising from parties.

International responses are also evident, many of which have been informed by research. These include:

- educational material;
- guidelines and resources for safe parties; and
- drug, alcohol and other substance programs.

Conclusion

While most parties are held without incident and without intervention from the police, when parties do get out-of-control negative consequences can result. To most of us, for the duration of the party it is reasonable to expect higher noise levels and increased traffic in the neighbourhood when a neighbour is hosting a party. However, on occasion party activities can escalate to a point where the peace and safety of the community and young people is compromised.

Despite Queensland initiatives, such as the QPS Party Safe program and current police powers, the SYP Taskforce believes that this is not enough to ensure that out-of-control parties are able to be responded to effectively. Consequently, the SYP Taskforce has made recommendations which are listed below and which also appear in relevant sections of the report.
RECOMMENDATIONS

Recommendation 1
That the Department of Local Government, Planning, Sport and Recreation assist local councils to work towards ensuring that public facilities and parks are safe for everyone to use by considering improvements that will reduce opportunities for criminal activities. This may include improving park and street lighting, establishing park opening and closing times or restricting access 'after hours', and better environmental design in new developments.

Recommendation 2
That the Department of Communities and the Queensland Police Service explore the feasibility of providing treatment programs to young people who receive multiple Liquor SETONS, and their families.

Recommendation 3
That the Department of Communities examine options to amend sections 11 and 12 of the Juvenile Justice Act 1992, to ensure Liquor SETONS issued to young people under 18 years of age are enforceable. Such options could include transferring responsibility for unpaid fines to the parents or guardians of juveniles.

Recommendation 4
That the Liquor Licensing Division in the Department of Tourism, Fair Trading and Wine Industry Development and the Queensland Police Service conduct a well-publicised enforcement campaign to deter third-party sales to minors.

Recommendation 5
That the Office of Youth within the Department of Communities, the Queensland Police Service, the Department of Health and the Department of Education and the Arts coordinate the provision of an appropriately targeted school-based alcohol and drug abuse education and awareness campaign, commencing from primary school to year 12, and particularly focusing on “at risk” groups in a manner that is appealing to the relevant age group.

Recommendation 6
That the Department of Local Government, Planning, Sport and Recreation examine whether local councils are diverting sufficient funds into providing appropriate facilities for youth.

Recommendation 7
That the Department of Local Government, Planning, Sport and Recreation assist local councils to encourage young people to coordinate, promote and/or participate in the development of local youth events, particularly drug and alcohol free events.

Recommendation 8
That the Queensland Police Service reports any child protection concerns associated with parental neglect of children who are repeatedly underage drinking to the Department of Child Safety.

Recommendation 9
That the Queensland Police Service consider breath test activities in the vicinity of parties reported to be gatecrashed.
Recommendation 10
That the Queensland Police Service in conjunction with Queensland Health:
• ensure that the Party Safe initiative conforms with best practice (e.g. having a sign outside the premises to deter troublemakers), paying particular attention to situational crime prevention techniques;
• develop a consistent approach to the implementation and marketing of the Party Safe initiative across the state;
• widely market the Party Safe initiative through the most appropriate avenue, such as radio, television, liquor retailers, the Internet, youth organisations and schools etc;
• systematically monitor and report on the effectiveness of the Party Safe initiative in preventing and managing out-of-control parties. This may involve the collection of statistics and data for crime prevention or research purposes;
• actively use School Based Police Officers to assist in the promotion of Party Safe and to educate students on the consequences of out-of-control parties; and
• encourage Neighbourhood Watch groups to include Party Safe information in their literature.

Recommendation 11
That the Department of Communities, the Queensland Police Service, the Liquor Licensing Division in the Department of Tourism, Fair Trading and Wine Industry Development, Queensland Health and the Department of Education and the Arts collaborate to develop an awareness strategy that informs parents, young people and party hosts of their rights and responsibilities when hosting or attending a youth party. The strategy must include:
• Legal responsibilities and liability, such as civil negligence resulting from the actions of drunken guests and the responsibility to provide adequate supervision of children in their care under the Queensland Criminal Code (s.286);
• Issues associated with underage drinking, including health and social consequences, and fines and penalties;
• The negative consequences of out-of-control youth parties; and
• Other relevant information relating to hosting safe parties.
• Investigating an initiative similar to the Canadian P.A.R.T.Y. (Prevent Alcohol and Risk-Related Trauma in Youth) which is a confronting website aimed at encouraging young people to make smart choices. Visitors can take a virtual tour of Canada’s first and largest trauma centre. There are also testimonials from people who have made “bad choices” or who have had someone make a bad choice for them and the consequences of those choices. It is available at: http://www.partyprogram.com/.

Recommendation 12
That move on powers be expanded to provide police with the ability to move on individuals or groups of young people, who have moved into public areas, from a youth party that has become out-of-control.

Recommendation 13
That the Queensland Government ensure that young people are valued in the community and acknowledge that they have the right to be able to celebrate and need to be assisted to do so safely through partnerships with local councils, police and youth agencies. This could involve collaboration between agencies to ensure that out-of-control party incidents are responded to early and quickly.

Recommendation 14
That the Department of Communities develop a community brochure that outlines the various laws which affect people’s rights in relation to youth parties that get out-of-control and which incorporates appropriate information from sources mentioned in this review. This brochure could be included in the Queensland Police Service Party Safe pack.
Crime Prevention Levels

The Australian Institute of Criminology (AIC) has stated that ‘effective crime prevention is any action that causes a reduction in the level of criminal activity and the resulting harm, or in the number of criminal offenders and their victims:

- the focus is on the causes of crime rather than its effects;
- the goal is to significantly reduce or eliminate the factors that can lead crime.’

Furthermore, the AIC has reported that crime prevention can be described in terms of three stages or levels – primary, secondary and tertiary prevention. The recommendations made by the SYP Taskforce fit within each of these levels as is shown in the following table.

Table 1. SYP Taskforce recommendations according to crime prevention levels

<table>
<thead>
<tr>
<th>CRIME PREVENTION LEVEL</th>
<th>PRIMARY</th>
<th>SECONDARY</th>
<th>TERTIARY</th>
</tr>
</thead>
<tbody>
<tr>
<td>FOCUS</td>
<td>Stopping the problem before it happens by:</td>
<td>seeks to change people, typically those at high risk of embarking on a</td>
<td>Focuses on the operation of the criminal justice system and deals with</td>
</tr>
<tr>
<td></td>
<td>• reducing opportunities for crime; and</td>
<td>criminal career by:</td>
<td>offending after it has happened through intervention in the lives of</td>
</tr>
<tr>
<td></td>
<td>• strengthening community and social structures.</td>
<td>• rapid and effective early interventions (for example, youth programs); and</td>
<td>known offenders in an attempt to prevent them re-offending.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• high-risk neighbourhoods (for example, neighbourhood dispute centres).</td>
<td></td>
</tr>
<tr>
<td>RELEVANT RECOMMENDATIONS</td>
<td>1, 6, 7 and 10.</td>
<td>4, 5, 8, 11, 13 and 14.</td>
<td>2, 3, 9 and 12.</td>
</tr>
</tbody>
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INTRODUCTION

In May 2005, the Honourable Judy Spence MP, Minister for Police and Corrective Services, established the Safe Youth Parties Taskforce (SYP Taskforce) following increasing media attention and community concern about the nature and extent of disruptive youth parties across Queensland. Articles, such as those listed in Textbox 1, were common in newspapers across the state.

Incidents of out-of-control parties were being reported to police and seemed to represent a new phenomenon in which very large numbers of young gatecrashers under the influence of alcohol and/or drugs were congregating at private parties in suburban neighbourhoods. In some cases, these groups of young people were causing significant noise and property damage to neighbouring houses. In addition, some young people were becoming violent and intimidating party guests and neighbours. Often, it seemed, these gatecrashers were being informed about a party by mobile phone text messages or through Internet chat rooms. While there is nothing new about “word-of-mouth” spreading information about a party or event, these new technologies allow large numbers of people to be informed quickly and easily.

Police can find it difficult to respond effectively to these incidents, given the large numbers of young people present, their minor status and the fact that often many are intoxicated. Consequently, the risk of police, young people or residents being injured is high.

At the time, much of the information regarding these types of situations was anecdotal and it was difficult to determine the exact extent of the problem. Consequently it was unclear as to the type of strategies that might best be developed to prevent or react to such incidents.

The Safe Youth Parties Taskforce

The SYP Taskforce was chaired by Julie Attwood MP, the Member for Mount Ommaney and included the following Members of Parliament:

- Peta-Kaye Croft MP, Member for Broadwater
- John English MP, Member for Redlands
- Paul Hoolihan MP, Member of Keppel
- Carolyn Male MP, Member for Glass House
- Barbara Stone MP, Member for Springwood
- Christine Smith MP, Member for Burleigh.

The broad scope of the SYP Taskforce was to examine the nature and extent of disruptive youth parties and how their effects on community safety and amenity could best be addressed. More specifically the SYP Taskforce aimed to:

- determine the causes of, and extent to which, youth parties and gatherings in Queensland, either in private homes or in public spaces (such as beaches and parks), disrupt community peace and impact on the safety of young people and the community;
- examine the activities arising from youth parties and gatherings which may be either disruptive, damaging or dangerous to young people and the community.
- examine existing practices and the available evidence for both proactive and reactive strategies that are most likely to reduce the adverse impacts of youth parties and gatherings; and
- develop recommendations on ways to reduce the adverse impacts of youth parties and gatherings on young people and improve community safety and amenity.

Large organised events such as Schoolies celebrations or Big Day Out were not within the scope of the SYP Taskforce.

Research and/or other support were provided by Criminal Justice Research (CJR), the Queensland Parliamentary Library, the Queensland Police Service (QPS) and the Office of Economic and Statistical Research (OESR).

The project plan for the SYP Taskforce is included in Appendix one, and the record of consultation activities of the SYP Taskforce in Appendix two.
The SYP Taskforce gathered information from a range of sources to establish a comprehensive understanding of the nature and extent of youth parties, and to ensure that multiple perspectives were considered. As shown in Figure 1, quantitative information from police databases and from surveys of young people was combined with qualitative information from public submissions, submissions from QPS Assistant Commissioners, forums with community members and young people, and media reports. A number of key issues emerged from this information. Relevant literature was then reviewed for each key issue to ensure that any recommendations that were developed to address the issues of out-of-control youth parties were informed by best practice and contemporary research.

Figure 1. Outline of data sources

<table>
<thead>
<tr>
<th>QUANTITATIVE INFORMATION</th>
<th>QUALITATIVE INFORMATION</th>
</tr>
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<tbody>
<tr>
<td>QPS data</td>
<td>Public submissions</td>
</tr>
<tr>
<td>Youth survey</td>
<td>Community forums</td>
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<td></td>
<td>Media analysis</td>
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<td></td>
<td>QPS submissions</td>
</tr>
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<td></td>
<td>Forums with young people</td>
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KEY ISSUES

It was also important that the views of various communities were captured to determine whether the nature and extent of out-of-control youth parties differed across the state. Figure 2 shows the regions from which QPS data was sourced and where community forums were held in Queensland. Public submissions were also received from within these regions (refer to Table 2, page 7).

Figure 2. Geographical spread of data gathering activities
Police Data

Calls for police assistance, commonly called ‘calls for service’, are entered into either the Incident Management System (IMS) database or the Escort Computer Aided Dispatch (CAD) system at various Police Communication Centres around the State. These databases are used primarily as a communication tool by Queensland police and contain information such as the time of an incident, the type of incident and to a lesser degree the nature of the police response. Analysis of this information assisted in developing a more detailed understanding of the locations and actual extent of out-of-control youth parties.

Phase One Data

Calls for service data for the period 1 November 2004 to 31 January 2005 for the Brisbane, Cairns, Gold Coast, Logan, Townsville, Ipswich and Warwick police districts was examined. As there is no standard police job code for “youth party” or standard reporting format for call centre operators to use when recording calls for service that involve a youth party, this initial analysis was exploratory to provide some indication of the nature and extent of youth parties. The following words guided the electronic search of the data:

*parties, party, gatecrasher/crasher, partysafe, youth/s, yth/s, disturbances, persons, noise, group, schoolies, underage/under age, teenagers, kids, rave, juv, formal*

The incidents that were identified through this initial search were extracted and classified into the following four sub-groups:

- Gatecrashed parties
- Schoolies parties
- Youth parties
- Rave parties.

These sub-groups were then further examined to ascertain the following information:

- Why police were called;
- Where the party was held;
- Who informed the police of the party; and
- The number of youths involved.

The major findings from this initial analysis are included in Appendix three.

Phase Two Data

The second data analysis phase was conducted on calls for service for the Brisbane, Cairns, Gold Coast, Logan, Sunshine Coast, Townsville, Ipswich, Rockhampton and Warwick police districts over the period 1 August 2005 to 30 September 2005. During this period all call takers at Police Communications Centres were instructed to use a designated job code (320) when logging calls for service involving youth parties and to record additional information such as the type of party, police outcomes and the number of crews in attendance. It was envisaged that this information would provide a more accurate picture of out-of-control youth parties than the phase one data. Unfortunately the Police Communications Centres did not use the 320 code in all relevant situations and data analysis using word searches was again necessary. Notwithstanding this shortcoming, the SYP Taskforce believes that the phase two data provides a more accurate indication of the incidence of out-of-control youth parties than does the phase one data. This has resulted from the increased awareness amongst police officers throughout the state regarding common problems associated with youth parties, a by-product of the Party Safe initiative, as well as their awareness of
the SYP Taskforce activities. The search terms and sub-groups employed in phase one were again utilised to ensure all relevant information was obtained from the phase two data.

Data from both phases was entered from the calls for service databases into a separate spreadsheet to allow for detailed analysis and cross-checking. Phase two data are referred to in the body of this report.

Youth Survey

A survey was developed by CJR, in collaboration with OESR, to explore the behaviours and perceptions of young people with regard to the issues surrounding parties. The survey targeted young people aged between 15 and 24 years, currently attending school, TAFE, university and/or in employment, and assessed their perceptions of youth parties in the general community. Specifically, the survey (Appendix four) asked young people about:

- the number of parties they attend;
- their experience of a range of behaviours at these parties (e.g. alcohol consumption, drug use, gatecrashers);
- how they find out about a party and the methods of transport they use to get to and from parties;
- why they think parties get out-of-control;
- police attendance at parties; and
- how they think parties could be better managed to prevent them getting out-of-control.

The survey was prepared as a web-based document that young people across the state could access and participate in via Generate, the Queensland Government’s website for young people. The SYP Taskforce was particularly concerned that the views and experiences of young people in years 10, 11 and 12 (approximately 15 to 17 years old) would be adequately represented. Consequently, a number of state and non-state schools across Queensland were approached and asked to provide the opportunity for a sample of their students to participate in the online survey during class time. A total of 26 schools participated in the survey. The online survey was accessible from 17 August 2005 until 30 September 2005 and data analysis was conducted by OESR on behalf of the SYP Taskforce.

A limitation of the survey methodology is that young people who are disengaged from school or from mainstream society may not be adequately represented. While those young people who are not in school could access the survey via the website, those without access to the Internet were excluded from participating.

A total of 293 completed surveys were received and analysed. The sample of 293 was equally distributed between male (51%) and female (49%) respondents. The majority (77%) of respondents were aged between 14 and 16 years of age, with relatively few respondents aged under 14 years (14%) or 17 years and over (10%) (Figure 3).
The vast majority (91%) of respondents reported that they currently attended school. The remainder of respondents attended university (4%), TAFE (1%) or another institution (5%). Further, respondents who attended school were mainly attending private schools (61% of all respondents). Using QPS data, some respondent schools were assigned a "hotspot" status, based on areas where problem parties were frequently observed by police. Approximately one-quarter (26%) of survey respondents attended a school which was in a known hotspot area (Figure 4).

Public Submissions

Qualitative information was gleaned from public submissions, which were invited from the public and key stakeholders via phone, post, email or in person. The public consultation period was announced by the Minister for Police and Corrective Services on 10 June 2005, and coincided with the release of a discussion paper that outlined the background to the SYP Taskforce, introduced some preliminary issues relating to out-of-control parties and identified the goals of the consultation process (Appendix five). This discussion paper was mailed to key stakeholders throughout the state inviting their submission. The SYP Taskforce also established an online consultation process at the Queensland Government's Get Involved website (www.getinvolved.qld.gov.au/consultgld). The online consultation was open from 1 July 2005, initially until 12 August 2005, but was later extended to 30 September 2005 to coincide with the end of the youth survey period. The SYP Taskforce continued to accept phone or written submissions up until 31 October 2005.
The SYP Taskforce received 94 submissions in total. Of these, 47 were made online, 22 were emailed, 15 were posted and 10 were made over the phone directly to SYP Taskforce members (Figure 5).

Figure 5. Composition of submissions (public submissions)

(Base: All submissions; \( n=94 \))

Three-quarters of the submissions were from private persons and the remainder were from organisations. Of the 71 private submissions, 48 per cent were from males and 52 per cent were from females.

Table 2 provides a breakdown of submissions by QPS region. It is evident from this table that most submissions came from the south-east corner of Queensland.

Table 2. Number and proportion of submissions by QPS region

<table>
<thead>
<tr>
<th>QPS Region</th>
<th>Number of Submissions</th>
<th>Percentage of Total Sample (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Metropolitan North</td>
<td>15</td>
<td>16</td>
</tr>
<tr>
<td>Metropolitan South</td>
<td>10</td>
<td>11</td>
</tr>
<tr>
<td>South Eastern</td>
<td>24</td>
<td>26</td>
</tr>
<tr>
<td>Southern</td>
<td>13</td>
<td>14</td>
</tr>
<tr>
<td>North Coast</td>
<td>9</td>
<td>10</td>
</tr>
<tr>
<td>Central</td>
<td>5</td>
<td>5</td>
</tr>
<tr>
<td>Northern</td>
<td>6</td>
<td>6</td>
</tr>
<tr>
<td>Far Northern</td>
<td>6</td>
<td>6</td>
</tr>
<tr>
<td>Other*</td>
<td>6</td>
<td>6</td>
</tr>
<tr>
<td><strong>TOTAL:</strong></td>
<td><strong>94</strong></td>
<td><strong>100%</strong></td>
</tr>
</tbody>
</table>

* Includes interstate and overseas.
QPS Assistant Commissioner Submissions

In August 2005, the Chair of the SYP Taskforce addressed the QPS Senior Executive Conference informing them of the objectives and progress of the SYP Taskforce. Following this conference, the Chair sought written submissions from Assistant Commissioners on the following issues:

- whether existing legislation was adequate to effectively police out-of-control youth parties;
- what resources are required to respond to these matters and how these resources can be appropriately used;
- the viability of implementing an education campaign for schools focusing on harm minimisation; and
- improving partnerships between the police and local councils, and police and the community.

Community Forums

A number of sites were chosen as areas in which more intensive investigation of the issues surrounding out-of-control youth parties could be undertaken. These areas were identified by a preliminary review of police data as experiencing higher numbers of out-of-control youth parties, and were areas which had received media coverage of parties causing significant disruption to the community. These areas included: Redland Bay, Gold Coast (north and south), Sunshine Coast, Rockhampton and Warwick. Representation at the forums included Members of Parliament and representatives from the QPS, Queensland Health, local government, community and youth organisations, public and private high schools (school principals, school captains and other teaching staff), and members of the public.

Media

From 24 May 2005, Queensland media articles were regularly identified surrounding the issue of out-of-control youth parties and gatherings in Queensland and provided them to SYP Taskforce members, CJR and the QPS representative on the SYP Taskforce. Media statements were released periodically by the Minister for Police and Corrective Services. SYP Taskforce members also contacted media outlets within their electorate to publicise the submission process, youth survey and community forums.

In total, 146 media articles were identified during the period 24 May to 31 October 2005 (when data collection activity ceased) as having direct relevance to youth parties. A content analysis of these articles was undertaken by CJR, from which the following themes emerged. Around one-quarter (28%) of the articles related to the nature of the issue, specifically out-of-control party incidents (15%), general issues surrounding youth, such as underage drinking and anti-social behaviour (5%), and the impacts of parties, including arrests, violence and community fear (8%). The remaining articles (72%) related to the response to the issues and the SYP Taskforce, including SYP Taskforce activities (51%), promotion of the QPS Party Safe initiative (9%), and solutions and prevention tips (12%) (Table 3). A list of all the news articles included in the analysis is included at Appendix six.
Table 3. Themes, number and percentage of media articles

<table>
<thead>
<tr>
<th>Main Theme</th>
<th>Number of Articles</th>
<th>Percentage of Sample (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Nature of the issue</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Youth Issues</td>
<td>7</td>
<td>5</td>
</tr>
<tr>
<td>Party incident</td>
<td>22</td>
<td>15</td>
</tr>
<tr>
<td>Impacts</td>
<td>11</td>
<td>8</td>
</tr>
<tr>
<td><strong>Sub-total</strong></td>
<td>40</td>
<td>28</td>
</tr>
<tr>
<td><strong>Response to the issue</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Taskforce</td>
<td>75</td>
<td>51</td>
</tr>
<tr>
<td>QPS Party Safe</td>
<td>13</td>
<td>9</td>
</tr>
<tr>
<td>Solutions/Prevention tips</td>
<td>18</td>
<td>12</td>
</tr>
<tr>
<td><strong>Sub-total</strong></td>
<td>106</td>
<td>72</td>
</tr>
<tr>
<td><strong>TOTAL ARTICLES</strong></td>
<td>146</td>
<td>100</td>
</tr>
</tbody>
</table>

Literature Reviews

For each of the key issues identified in the qualitative and quantitative data gathering exercises, CJR reviewed national and international literature to determine best practice and contemporary reforms. This process involved examination of peer reviewed journals, websites and other published documentation.
RESULTS

The size of the problem

Two opposing views were expressed at community forums about the number of out-of-control parties. While some believed that out-of-control youth parties were a growing problem, others disagreed. Some of the community suggested that sensationalist media reports were driving a perception that the phenomenon was escalating and that these parties presented a threat to community safety.

Results from the youth survey indicated that approximately 40 per cent of respondents attended parties either monthly or fortnightly, and a further 20 per cent of respondents attended parties at least once a week or more often (Figure 6). Supporting this result, young people at community forums advised that they attend parties regularly, but that most do not get out-of-control.

Figure 6. Frequency of party attendance in the last 12 months (youth survey)

<table>
<thead>
<tr>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Never</td>
<td>8</td>
</tr>
<tr>
<td>Occasionally</td>
<td>20</td>
</tr>
<tr>
<td>Monthly</td>
<td>20</td>
</tr>
<tr>
<td>Fortnightly</td>
<td>17</td>
</tr>
<tr>
<td>At least once a week</td>
<td>3</td>
</tr>
<tr>
<td>More than once a week</td>
<td>3</td>
</tr>
</tbody>
</table>

(Base: All respondents; n=293)

The opinion that most parties are fine was also reflected in the youth survey, where over half (52%) of respondents reported that they believed parties becoming out-of-control was a problem occasionally, but not a serious problem (Figure 7). Fewer than one-quarter of youth survey respondents suggested that parties getting out-of-control is an increasing problem. Further, nearly half (48%) of respondents reported that police were never called to resolve a situation at a party, with an additional one-third (33%) of respondents reporting that police had been called once or a few times only.

Figure 7. Perception of problems at parties (youth survey)

<table>
<thead>
<tr>
<th>Perception</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes, it is becoming an increasing problem</td>
<td>23</td>
</tr>
<tr>
<td>Occasionally, but not a serious problem</td>
<td>32</td>
</tr>
<tr>
<td>No, problem parties are rare</td>
<td>16</td>
</tr>
<tr>
<td>I don't know</td>
<td>10</td>
</tr>
</tbody>
</table>

(Base: All respondents; n=293)
While the police data cannot shed any light on the proportion of all youth parties that get out-of-control, the data can provide information on the proportion of total calls for service that involved “youth” and that were related to youth parties.

The phase two data analysis of the period between 1 August and 30 September 2005 revealed that a total of 108,817 calls for service were received by the QPS in the study areas during this period. Of these calls, 1,490 related to “youth” representing a total of 1.4 per cent of calls for service received by police (Figure 8). Of these calls, 62 per cent (n=926) were related more broadly to youth gatherings and 38 per cent (n=564) were related to youth parties. This result indicates that youth parties constitute a very minor proportion of police calls for service, and that the actual extent of out-of-control parties does not mirror that implied by the media.

**Figure 8. Calls for service by type in selected police districts, 1 August 2005 to 30 September 2005 (QPS data)**

In some areas, a higher percentage of calls for service that involved youth parties is apparent. While most areas recorded a rate of between 35 per cent and 45 per cent (Figure 9), both Rockhampton (54%) and Warwick (64%) had higher rates. In contrast, the Gold Coast (30%) had a lower rate. Reasons for the inflated rates in Rockhampton may include media fuelled perceptions by the public regarding youth parties and lower public tolerance to noise from youth parties. The high percentage in Warwick is a factor of the small number of parties (nine during the study period). The lower rate for the Gold Coast could be attributable to a more generalised fear of youth crime which would inflate the total number of youth related calls, thereby reducing the proportion of calls that related specifically to youth parties. It is impossible to accurately ascertain whether the comparatively high and low rates in these areas are a reflection of these suggestions or whether youth parties represent a significant problem in these areas.
Figure 9. Percentage of calls for service relating to youth parties in selected police districts, as a proportion of total calls for service relating to “youth” in that location (QPS data)

(Base: Total calls for service in selected police districts: Brisbane (n=450), Gold Coast (n=273), Sunshine Coast (n=165), Logan (n=141), Ipswich (n=88), Warwick (n=14), Rockhampton (n=80), Townsville (n=150), Cairns (n=129). Note that data from Warwick is skewed by small numbers.)

The nature of youth parties

Who attends youth parties?

Males (58%) reported a slightly higher frequency of attending parties weekly or more often than females (42%), however, this trend is reversed in the monthly or fortnightly category (males 43%, females 57%). More males (55%) than females (45%) occasionally or never attended parties (Figure 10).

Figure 10. Frequency of party attendance by gender (youth survey)

(Base: All respondents; n=293)

Young people aged 15 and 16 years old are the most regular attendees at youth parties. From Figure 11, it is evident that young people aged 15 years (30%) most frequently reported attending parties on at least a weekly basis, followed by 16 year olds (26%).
The police data indicates that just under one-half (45%) of the youth parties were relatively small gatherings of fewer than 20 youths. Nearly one-quarter (24%) of parties had between 21 and 40 guests, with those having between 41 and 60 and 61 and 100 guests each representing 11 per cent (Figure 12).

**Figure 12. Number of youths attending youth parties (QPS data)**

(Base: Number of youth parties, n=564)

*When are parties held?*
Anecdotal evidence from submissions and community forums suggested that parties are occurring regularly and are predominantly held on Friday and Saturday nights.

*Location of parties*
A high percentage of youth parties occur in private houses. Just under one half (49%) of youth survey respondents indicated that most of the parties that they attended in the last 12 months were held at private houses. Parties were rarely held in public spaces or public venues (Figure 13).
The QPS data, which relates only to parties where a police response was required, supports the above survey results, indicating that parties are predominantly being held at private premises (Figure 14). Parties held at public venues and function rooms are more popular on the Gold Coast and in Warwick (although numbers are very small). The Gold Coast data revealed that youth parties were also being held in parks (11%) and on the street (11%) as well as in halls (6%) and motel rooms (3%). Warwick data revealed that out of three parties held in public/function areas, one party took place on recreation grounds, one was held in a park and the other was held in a hall.

**Figure 14. Percentage of parties by venue type (QPS data)**

*Base: Brisbane (n=450), Gold Coast (n=273), Sunshine Coast (n=165), Logan (n=141), Ipswich (n=58), Warwick (n=14), Rockhampton (n=80), Townsville (n=150), Cairns (n=129)*

**Supervision of parties**

Where parties were held in a private house, 43 per cent of respondents indicated that most or all of the parties were supervised by parents or other adults (Figure 15). Supervision in public areas was much less likely. Respondents indicated that the majority (69%) of parties held in a public space were unsupervised, as were 54 per cent of parties held in a public venue.
Figure 15. Percentage of parties supervised in a private house (youth survey)

(Base: All respondents who reported having been to parties at least occasionally; n=271)

Recommendation 1
That the Department of Local Government, Planning, Sport and Recreation assist local councils to work towards ensuring that public facilities and parks are safe for everyone to use by considering improvements that will reduce opportunities for criminal activities. This may include improving park and street lighting, establishing park opening and closing times or restricting access 'after hours', and better environmental design in new developments.
KEY ISSUES ASSOCIATED WITH YOUTH PARTIES GETTING OUT-OF-CONTROL

A number of key issues associated with youth parties have emerged. These issues include:

- underage alcohol consumption;
- gatecrashers;
- youth boredom;
- lack of supervision;
- electronic communication; and
- police response.

Each of these key issues is discussed in more detail in the following sections.

Underage alcohol consumption

The role of alcohol as a facilitator of problem behaviour at youth parties was acknowledged by young people, community members and stakeholders. In fact, 25 per cent of youth survey respondents suggested that alcohol was the main reason for parties becoming out-of-control. The message from community forums was that young people behaved more aggressively and violently as a consequence of heavy drinking, and that this behaviour was particularly disruptive in a party situation where there were significant numbers of young people.

However, it must be acknowledged that underage and excessive drinking is a broader social issue that extends well beyond youth parties. Evidence from the 2004 National Drug Strategy Household Survey (NDSHS) found that nearly three-quarters (71%) of respondents in the 14-19 year age group had consumed at least one alcoholic drink in the past 12 months. Drinking alcohol is a part of Australian culture, and forms part of our history, reputation and image. Drinking is seen as an accepted social lubricant, making it easier to communicate and is perceived as being widespread in use and accepted by many segments of society and age groups. Given the role of alcohol in Australian culture, the Alcohol and other Drugs Council of Australia noted that “it is little wonder then that alcohol use is perceived by adolescents and young people as a rite of passage”.

While remaining at significant levels, there is evidence to suggest that teenage drinking has declined over the past four years. Australian research conducted by King, Taylor and Carroll showed that there has been a gradual decline in alcohol consumption patterns (Figure 16). The proportion of young people who reported having consumed alcohol in the last:

- 12 months has declined by seven per cent since 2000 (although showing a slight increase between 2000 and 2001);
- three months has declined by 10 per cent since 2000 (although showing a slight increase between 2003 and 2004);
- two weeks has declined by 11 per cent since 2000; and
- seven days has declined by five per cent since 2000 (although showing a slight increase between 2003 and 2004).
This research also showed an increase across age groups in both males and females who reported consuming alcohol within the last three months. In 2004, 45 per cent of 15 year old males reported consuming alcohol within the last three months, increasing to 57 per cent of 16 year olds and 88 per cent of 17 year olds. For the same time period, 40 per cent of 15 year old females reported consuming alcohol within the last three months, increasing to 61 per cent for each of the 16 and 17 year old age groups (Figure 17). This graph also shows that, regardless of age, a higher proportion of males, as compared with females, are drinking.

### Negative effects of underage alcohol consumption

The Australian Drug Foundation (ADF) takes the position that younger teenagers (under 16 years of age) should avoid the consumption of alcohol. They highlight four main reasons for this position:

1. **The impact of early alcohol use on physical and mental development:** The brain continues to develop during adolescence and early adulthood and recent research suggests that alcohol has a more detrimental effect on the brains of young people than adults. Specifically, young people are more vulnerable to alcohol-induced learning and memory impairments in the short-term. Evidence also suggests that young people are less sensitive to the sedative and motor effects of alcohol, allowing them to drink for longer periods of time before falling asleep or falling over. Extended exposure to higher levels of alcohol can increase the risk of cognitive impairments and brain damage.
• **Increased risk of harm from intoxication:** Several factors make young people more vulnerable to increased risk of harm from drinking. These factors include being physically smaller, lacking experience of drinking and its effects and having a lower tolerance to the effects of alcohol. Alcohol is the second greatest cause of drug-related deaths and hospitalisations in Australia for young people aged between 14 and 17 years.

Alcohol contributes significantly to road injuries and subsequent death (i.e. as a driver or passenger of a vehicle). However, alcohol-attributable falls, assaults and alcohol poisoning also account for many deaths and hospitalisations amongst young people (refer to Table A7.1 in Appendix seven). The role of alcohol in facilitating sexual assault is discussed later in this report.

• **Early alcohol use increases risk of later problems with alcohol and other drugs:** There is evidence to suggest that a higher incidence of substance abuse is associated with early introduction to alcohol. There is also an association between the early commencement of alcohol consumption and the development of more frequent use of alcohol, the pattern extending into adulthood.

• **Link with early alcohol use and other problems:** There is some suggestion that there could be a link between adolescent alcohol use and other problems such as crime and delinquency.

While there is significant cross-over between underage drinking in general and underage drinking at youth parties, the SYP Taskforce’s research identified a number of issues that were of particular relevance to youth parties. These included excessive consumption, type of alcohol consumed, access to alcohol, place of consumption and laws relating to underage drinking. These are discussed in more detail below.

**Excessive alcohol consumption**

The SYP Taskforce’s research identified the excessive consumption of alcohol as a significant factor contributing to parties becoming out-of-control. Figure 18 shows that over one half (55%) of youth survey respondents maintain that excessive alcohol consumption occurs at parties most or all of the time.

**Figure 18. Frequency of excessive alcohol consumption (youth survey)**

![Graph showing frequency of excessive alcohol consumption](base: All respondents who reported having been to parties at least occasionally; n=271)

The problem of excessive alcohol consumption by minors is once again a broader issue that is not confined to the youth party scene. The 2001 NDSHS showed that 23 per cent of 14 to 17 year olds drank in excess of the National Health and Medical Research Council (NHMRC) 2001 safe drinking guidelines for acute harm at least once a month. This is slightly higher than the estimate for all ages (20%) (Figure 19). The 2001 NDSHS also showed that slightly more young women (25%) than young men (21%) are drinking at harmful levels.
Figure 19. Proportion of the 14 to 17 year old population drinking at low and risky/high risk levels of acute harm, compared with all ages, males and females, 2001


When we look at the amount of alcohol consumed at risky/high risk levels for acute harm, results indicated that teenagers were consuming substantially larger amounts as compared with the general population (Figure 20). Eighty-two per cent of 14 to 17 year olds drank at risky/high risk levels, compared with 62 per cent of the general population.

Figure 20. Proportion of alcohol consumed at low and risky/high risk levels of acute harm by 14 to 17 year olds, compared with all ages, males and females, 2001


Highlighting the seriousness of this issue, the ADF has identified the harm experienced by young people through the heavy and unsafe use of alcohol, as one of its two priority issues for 2004-2006. This issue is similarly identified as a key component of the Queensland Alcohol Action Plan 2003/2004 to 2006/2007.12
The issue of excessive drinking was explored in more depth at community forums and three major themes ran through these discussions:

- **Intentional drunkenness to be cool**: getting drunk quickly with the aim of “writing themselves off” or to get “blotto”, as this is seen as cool amongst peers.

- **Intentional drunkenness to mask problems**: getting drunk to block out problems young people may be experiencing at home, in relationships, at school, etc.

- **Unintentional drunkenness due to lack of information**: getting drunk because they do not have knowledge of the health or impairment effects of alcohol or what constitutes a “standard drink”.

The SYP Taskforce acknowledges the negative health and social consequences of underage drinking and considers it appropriate that young people who present with a drinking problem access appropriate treatment. Given that underage drinking can be symptomatic of familial or social problems, engaging the family in this process may also be appropriate in some instances.

Discussions at the forums also highlighted the mixed messages that young people receive with regard to drinking, and the different ways that people generally perceive drinking behaviour. For instance, people generally will not mind a group of adults having a few drinks at a BBQ in a public park. However, if young people do the same, they are often considered to be drinking excessively and irresponsibly.

**Type of alcohol consumed**

Although the youth survey did not examine the issue, concern was raised in submissions and community forums that the type of alcohol being consumed was contributing to excessive consumption and high levels of drunkenness. This concern related primarily to the consumption of “alcopops”, particularly by females. Alcopops are classified as “Ready To Drink” (RTD) beverages that are pre-mixed, spirit-based drinks and typically based on “white” spirits such as vodka and white rum which have blander flavours than dark spirits such as bourbon. Because of their sweet tastes, bright colours, packaging and promotion, these drinks are popular with young people, especially females.

A study undertaken by the Australian Divisions of General Practice found that alcopops are the most popular alcoholic drink for very young drinkers aged 12 to 14 years, with over 50 per cent of this cohort indicating that the last drink they consumed was an alcopop.\(^{11}\) The evidence from the King et al. research, which relates to young people aged 15 to 17 years, indicates that this trend also extends through to the older teenagers. Consumption of this type of alcohol has increased for both males (by 16 percentage points) and females (by 24 percentage points) since 2000, perhaps because of the increasing availability and range of these products, as much as an increased willingness to consume these products. Possible reasons for these increases follow. Closer inspection of female only responses indicates that this trend has been driven by a substantial increase in the consumption of pre-mixed spirits, which were consumed by only 14 per cent of respondents in 2000 as opposed to 62 per cent of respondents in 2004 (Figure 21).
Some possible reasons for the increased consumption of alcopops were tabled in submissions and community forums. It was suggested that alcopops appeal to young drinkers because they:

- **Are reasonably cheap**: The real price of alcopops has declined since the introduction of the GST in 2000. Alcopops generally cost around $3 or $4 each and are often more affordable to young people than wine, beer or other spirits. There is some suggestion that if these drinks were not so affordable, they may be less attractive to young people. However, the responsiveness of alcohol consumption to its price is complex. While some maintain that increasing the price of alcoholic beverages does not mean that a person will reduce their intake of alcohol given that there is a wide range of products in a wide range of prices available, Barbor et al note that alcoholic beverages do respond to changes in prices, and that heavy or problem drinkers are no exception to this rule.14

- **Taste good**: These drinks are very sweet and young people enjoy them because they are similar to drinking soft drinks. Alcopops come in a wide variety of flavours, including blueberry, raspberry, lemon and passionfruit. Young people often comment that they are easy to drink and that they can drink more of them because of this.

- **Have high alcohol content**: Alcopops have an average alcohol content of around five per cent, which is stronger than normal strength beer. Given that they are easy to drink, young people can become highly inebriated quite quickly. As previously discussed, often young people are intentionally getting drunk, and it was considered that the high alcohol content of alcopops facilitates this.

- **Are specifically marketed to young drinkers**: There is a perception that alcopops are marketed to underage consumers and that young people consider them "trendy". To some extent there is evidence to support this. When asked of their opinion on three advertisements for a vodka based pre-mixed drink, 25 per cent of 15 to 16 year olds stated that the ads were targeted to people their age and almost half of 19 to 21 year olds indicated that the ads were targeted at people younger than them.15 While alcohol advertisements are regulated by an Alcohol Beverages Advertising Code (ABAC) and supporting guidelines, and should not target or have special appeal to minors, it is a self-regulating system. In 2003, the NSW Government held a Summit on Alcohol Abuse. One of the recommendations emerging from this Summit required that a retailer alerts system be developed for Australian retailers highlighting breaches of the code and encouraging retailers to remove offending products from sale until the breaches of the code are rectified.16
Helped to avoid drink spiking: Drink spiking occurs when a drug is slipped into a drink, not necessarily alcoholic, without the knowledge of the person drinking the beverage. When these drugs take effect the person appears drunk, their decision-making processes are impaired, they can behave quite out of character (e.g. leave an event with a stranger, engage in unsafe sex), and their memory can also be affected, making it difficult to recollect events. Many young people expressed their preference for alcopops, as opposed to ‘punch bowls’ or bottles of spirits and mixers (soft drinks) as an effective way to prevent drink spiking. However, despite their preference for alcopops as a measure to avoid drink spiking, the potential for tampering or drink spiking still remains unless the young person opens the drink and monitors it during consumption.

Place of consumption
Table 4 outlines the usual place of consumption of alcohol amongst recent drinkers aged 14 to 19 years. Young people tend to consume alcohol most often at private parties (males 68%, females 70%). They also drink alcohol at their friend’s house, at licensed premises (once again highlighting the ease at which they can purchase alcohol), at dance parties and in restaurants. Interestingly, over 60 per cent of males drink in their own home, compared with only 31 per cent of females.

<table>
<thead>
<tr>
<th>LOCATION</th>
<th>MALES (%)</th>
<th>FEMALES (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>At private parties</td>
<td>68</td>
<td>70</td>
</tr>
<tr>
<td>At friend’s house</td>
<td>63</td>
<td>64</td>
</tr>
<tr>
<td>In my home</td>
<td>62</td>
<td>31</td>
</tr>
<tr>
<td>At licensed premises</td>
<td>37</td>
<td>39</td>
</tr>
<tr>
<td>At raves/dance parties</td>
<td>23</td>
<td>25</td>
</tr>
<tr>
<td>At restaurants/cafes</td>
<td>22</td>
<td>26</td>
</tr>
<tr>
<td>In public places</td>
<td>14</td>
<td>11</td>
</tr>
<tr>
<td>In a car</td>
<td>12</td>
<td>7</td>
</tr>
<tr>
<td>At school/TAFE/University</td>
<td>6</td>
<td>3</td>
</tr>
<tr>
<td>At workplace</td>
<td>6</td>
<td>3</td>
</tr>
<tr>
<td>Somewhere else</td>
<td>8</td>
<td>7</td>
</tr>
</tbody>
</table>


Laws relating to underage drinking
The majority of alcohol consumption by young people under the age of 18 years occurs on private premises. There is no specific offence under the Liquor Act 1992 that provides for a child’s consumption of alcohol on private premises. Parents are therefore not committing an offence by providing their children with alcohol to consume in their own home or at a private party. While the feedback from the submissions and community forums indicated that some parents were not being responsible in this regard, the public generally acknowledged that there was little that could be done about this issue legally. Some feedback provided to the SYP Taskforce suggested that it might be appropriate to prohibit the possession of liquor by minors not under the direct supervision of their parents/guardians on private property. However, such an offence would create an imposition on civil liberties and would be difficult to enforce. Instead, the Taskforce agrees with the community’s call for more to be done to inform parents of their responsibility to ensure the health and safety of their children, and the existing liquor laws.
Existing legislation provides for the consumption of alcohol in public places. Under the *Liquor Act 1992*, liquor may not be sold, supplied or consumed on licensed premises and in public places to or by persons who are under 18 years of age (s.155A, s.156(1), s.157(2)). The *Summary Offences Act 2005* (s.10) also provides that it is an offence to be drunk in a public place. The *Queensland Police Powers and Responsibilities Act 2000* (PPRA) also provides that a police officer may seize or destroy alcohol from a person if the officer believes that a person has committed or is about to commit an offence (s.44(a)).

The *Liquor Act 1992* and the PPRA also make provision for police officers to issue an on-the-spot fine (infringement notice) to people who breach the *Liquor Act 1992*. A Liquor Self Enforcing Ticketable Offence Notice (SETON) can be issued to a minor, however, if the minor does not pay the fine associated with the Liquor SETON the ticket is unable to be enforced through the State Penalties Enforcement Register (SPER) process as it has responsibility only for adults. Instead, when young people do not pay the SETON, it is forwarded back to the issuing police officer for attention. Under the *Juvenile Justice Act 1992* (s.11), a police officer must first consider whether it is more appropriate to take no action, administer a caution or refer the offence to a conference. Furthermore, Section 12 stipulates that a Childrens Court may dismiss the charge if a caution should have been administered or no action taken.

The SYP Taskforce received a small amount of anecdotal evidence that suggested some inconsistency regarding police procedures in determining whether alcohol should be destroyed and/or seized when they encounter young people drinking in public. It was implied that this perceived inconsistency was sending a message to young people that underage drinking was not a serious issue. This and the current mechanisms for dealing with Liquor SETONS give the SYP Taskforce the perception that a stronger sanction may decrease the numbers of young people consuming alcohol and in turn, go some way toward addressing alcohol related incidents at youth parties.

In some jurisdictions in the United States (e.g. California, Honolulu) there is legislation that provides that eligibility for a drivers licence be deferred, or a current licence be suspended, if minors are caught using false identification to purchase alcohol, in possession of alcohol or supplying alcohol. During the consultation process, the SYP Taskforce was informed that a similar concept had been discussed at the 2005 Australasian Liquor Licensing Authority Conference in Darwin. This concept would require legislative changes in the areas of liquor licensing, transport (licensing), and juvenile justice. The rationale behind this approach is that young people will respond more positively to a sanction that places restrictions on something that they care about—"their freedom". Such an approach can be compared with financial penalties that are often paid by parents or are unable to be paid and can have little subsequent impact. However, a major issue that must be considered when examining the merits of such an approach is the potential for an increase in the number of unlicensed driving offences.

The existing legislation pertaining to the sale and supply of alcohol to, and the actual consumption of alcohol and displays of drunken behaviours by minors, in both private and public arenas, is summarised in Table A7.2 in Appendix seven.

**Recommendation 2**

That the Department of Communities and the Queensland Police Service explore the feasibility of providing treatment programs to young people who receive multiple Liquor SETONS, and their families.
Recommendation 3
That the Department of Communities examine options to amend sections 11 and 12 of the Juvenile Justice Act 1992, to ensure Liquor SETONS issued to young people under 18 years of age are enforceable. Such options could include transferring responsibility for unpaid fines to the parents or guardians of juveniles.

Access to alcohol
It would appear that despite prohibitions, young people under 18 years of age find it relatively easy to obtain alcohol (Figure 22).

Figure 22. Ways in which alcohol was obtained

<table>
<thead>
<tr>
<th>Way of Obtaining Alcohol</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Taken from home without parents' permission</td>
<td>1%</td>
</tr>
<tr>
<td>Taken from home with parents' permission</td>
<td>6%</td>
</tr>
<tr>
<td>Provided by parents to drink without supervision</td>
<td>8%</td>
</tr>
<tr>
<td>Bought it themselves</td>
<td>8%</td>
</tr>
<tr>
<td>From friends of the same age</td>
<td>20%</td>
</tr>
<tr>
<td>Provided by parents to drink under supervision</td>
<td>38%</td>
</tr>
<tr>
<td>Provided/bought by older friends, siblings</td>
<td>42%</td>
</tr>
</tbody>
</table>

Source: King, Taylor and Carroll (2005). (Note: Males and females who had consumed alcohol within the past three months, n=481)

Just under half (42%) of respondents in the King et al's 2004 cohort were provided with alcohol by older friends or siblings. Parents provided teenagers with alcohol to drink under supervision in a further 38 per cent of cases. This figure can be compared to the relatively small proportion (8%) of young people whose parents provided alcohol to drink without supervision. It would also appear that underage drinkers have little difficulty purchasing alcohol. Twenty-eight per cent of respondents stated that they had either bought alcohol themselves or had friends of the same age purchase it for them. Similar messages concerning the provision of alcohol to minors by older siblings and friends, and by parents were also expressed in the submissions and community forums, leading to an overall perception that is too easy for young people to obtain alcohol.

Recommendation 4
That the Liquor Licensing Division in the Department of Tourism, Fair Trading and Wine Industry Development and the Queensland Police Service conduct a well-publicised enforcement campaign to deter third-party sales to minors.
Drug use at youth parties

Results from the youth survey suggest that drugs are not frequently used at parties, especially when compared to underage drinking. Drug use was reported as never or rarely occurring by over half (53%) of the respondents (Figure 23). Reflecting this result, the issue of drug use at youth parties was rarely mentioned in submissions and community forums, and was considered to play a more minor role than alcohol in parties becoming out-of-control.

Figure 23. Frequency of drug use at parties (youth survey)

(Base: All respondents who reported having been to parties at least occasionally, n=271)

Recommendation 5

That the Office of Youth within the Department of Communities, the Queensland Police Service, the Department of Health and the Department of Education and the Arts coordinate the provision of an appropriately targeted school-based alcohol and drug abuse education and awareness campaign, commencing from primary school to year 12, and particularly focussing on “at risk” groups in a manner that is appealing to the relevant age group.

Gatecrashers

Gatecrashers were the other dominant factor in youth parties becoming out-of-control. In fact, according to the youth survey, a large number (32%) of respondents indicated that gatecrashers were the main reason that parties could become out-of-control. A number of issues relating to gatecrashers emerged from the SYP Taskforce’s research, including defining a gatecrasher, the extent of the problem, who is gatecrashing, negative consequences of gatecrashing and strategies to prevent and control the issue, including the potential role of private security providers.

Defining a “gatecrasher”

At first glance, a “gatecrasher” would appear to be any person who arrives at and/or gains admittance to a party without being invited. However, information provided in submissions and community forums suggests that such a definition, and to automatically ascribe this group as illegitimate attendees, is problematic. More specifically, it was noted that:

- Some people, even though they have not received a direct invitation from the party host, do not consider themselves as gatecrashers because a friend of the host invited them. They therefore consider themselves friends of the host by association, and subsequently a quasi-invited guest.
- In smaller and regional communities a lot of people are known to each other. It is difficult to discern between invited and uninvited guests.
Gatecrashing in the more traditional sense, has become part of youth culture and an accepted trend. Parties are becoming more informal than in the past and formal written invitations are not always used.

Extent of the problem

Two-thirds of youth survey respondents reported never having gatecrashed a party or gone uninvited (66%). The QPS data revealed that 82% of parties that required a police response had not been gatecrashed (Figure 24). These results suggest that gatecrashing is perhaps less prevalent than is depicted by news media or perceived by communities. This is not to say that gatecrashing does not cause significant problems when it does occur.

Figure 24. Percentage of total youth parties gatecrashed (QPS data)

It would appear that gatecrashing is more or less prevalent in particular areas. Looking at the QPS data presented in Figure 25, it would appear that gatecrashing is most pronounced on the Sunshine Coast and in Brisbane and Logan, where 28% per cent, 25% per cent and 22% per cent of all youth parties respectively are gatecrashed. The problem is less pronounced on the Gold Coast and in Townsville and Ipswich where between 10% per cent and 16% per cent of youth parties are gatecrashed. In Rockhampton, where only 5% per cent of parties are gatecrashed, and Cairns, where only 2 per cent of parties are gatecrashed, the phenomenon is very unlikely.

Figure 25. Percentage of total youth parties gatecrashed by individual areas (QPS data)

(Base: All youth parties; n=564)
Who is gatecrashing parties?
Evidence from the youth survey indicated that there is no difference between the numbers of males and females gatecrashing parties. Similarly, there is very little difference in the frequency of reported gatecrashing by school type, although respondents from hotspot schools were slightly more likely than those from non-hotspot schools to have gatecrashed a party (40% versus 29% respectively). The data does suggest that older teenagers are more likely to be the ones gatecrashing. From Figure 26, we can see that the percentage of gatecrashers aged 15 years or younger is between 23 per cent and 30 per cent. However, this proportion increased to 54 per cent for 16 year olds and 48 per cent for 17 year olds and over. These results lend some weight to suggestions from the submissions and community forums that older, uninvited guests, often over 18 years of age, were predominantly the problem.

Figure 26. Percentage of young people who had gatecrashed a youth party by age (youth survey)

Submissions also indicated that there is a perception that there are groups of young people roaming the streets on Friday and Saturday nights looking for parties to gatecrash. The QPS data indicates that over one-half (52%) of the youth parties that were gatecrashed (n=100) were gatecrashed by 20 or fewer uninvited guests. Contrary to popular perception, only a small proportion of parties (13% in total) were gatecrashed by more than 60 gatecrashers (Figure 27).

Figure 27. Number of young people gatecrashing (QPS data)
Problems associated with gatecrashers

In the majority of cases (78%), the host of the party called for police assistance. The dominant reason for the call was the mere presence of uninvited guests (34%) (Figure 28). In another 16 per cent of instances, the call for service resulted because the party was out-of-control. It can also be seen that other negative consequences of gatecrashed parties such as damage or fighting were far less likely to be the reason why police were notified.

Figure 28. Reason for notifying police of a gatecrashed party (QPS data)

![Chart](https://via.placeholder.com/150)

(Bar: All gatecrashed youth parties; n=100)

As evidenced by a stabbing in Brookfield (a western suburb of Brisbane), violence between the party host and gatecrashers can erupt when people are refused entry or are rejected. Because of this risk of violence, concern was raised in the community forums that without the assistance of parents or other adults, young people are not equipped with the skills or authority to turn away gatecrashers.

The risk of a party being gatecrashed has made young people and parents cautious about hosting parties. Most youth survey respondents (72%) reported their concern about hosting a party at least sometimes or more often, with slightly fewer than one-third of respondents indicating that they would definitely have concerns as they were fearful of the party getting gatecrashed (Figure 29).

Figure 29. Concerns about hosting a party for fear of the party getting gatecrashed (youth survey)

![Chart](https://via.placeholder.com/150)

(Bar: All respondents who reported having been to parties at least occasionally; n=271)
Security providers' role

Security providers can be hired to provide security at private parties, where their role is essentially to keep trespassers out. Submissions repeatedly suggested hiring security providers as a 'safe party tip' to manage gatecrashers by supervising entry to the party and deterring uninvited guests. Consultations revealed that some security providers are more proactive than others in assisting the host with holding a safe party by offering tips and suggestions, with some even conducting a site visit prior to the party to assist with risk management.

Queensland's security industry is regulated by the Office of Fair Trading (OFT) through the Security Providers Act 1993 (SPA), which is apparently seen as best practice across Australia. The SPA is presently under review. The review will consider the scope and coverage of the existing licence categories; appropriateness to hold a licence; training and competency requirements. In light of this review, the SYP Taskforce met with the OFT and a representative of the Australian Security Industry Association Limited (ASIAL) to discuss implications for security providers at parties involving young people.

Under the SPA, security officers receive their delegated authority from the parents and can use reasonable force, where necessary. Security officers do not have the same powers as police and there are implications of providing more powers in relation to liability and potential abuse of power. Security officers have no obligations towards police; however apparently some operators keep the local police informed if they are hired for a private party.

The consultations highlighted that hiring security providers is not an affordable option for many people. The hourly rate charged by security providers varies and ASIAL advised that a reasonable fee would be around $45-$65 per hour. However, some may charge as little as $20-$30 per hour and there is also an avenue for some "rogue" operators to charge a lower rate in return for "cash-in-hand" payment. There are no price ceilings and the OFT or ASIAL do not have input into fees that security providers can charge clients. There are also no obligations for the security provider to have a contract with the parents or host, though some operators may choose to do so.

There was some community concern over the training of security officers, particularly with regard to managing young people. ASIAL advises that training for security officers consists of a two-week course (Certificate II in Security Operations) conducted by a private provider. The focus of the training can be influenced by the background and experience of the training provider. The OFT does not provide assistance with developing training manuals or courses. Instead, individuals (or companies) can develop a manual in consultation with the Vocational Training and Education Centre (VTEC). The training does not include any specific material on dealing with young people or providing security at private parties.

Presently, security officers are granted a "general licence", and because of the lack of training and experience some security officers have, party hosts risk hiring someone who may not be experienced enough to know how to effectively provide security at a private party. Through the review of the SPA, the OFT is examining the viability of having different training regimes for different licence classes. This would benefit party hosts, as they would be more likely to hire an appropriately qualified security officer if they are aware of the different qualifications.

Responding to gatecrashers

Police have trespass powers and invasion of privacy powers under the Summary Offences Act 2005, Criminal Code Act 1899 and the Invasion of Privacy Act 1971 that allow them to deal with gatecrashers. Under the Summary Offences Act 2005 (s.11(1)), a person must not unlawfully enter, or remain in, a dwelling or the yard for a dwelling. Note the yard of a dwelling does not have to be fenced but a boundary can be indicated by a letterbox, garden bed, adjoining fencing, etc. Under the Invasion of Privacy Act 1971 (s.48A), it is an offence for any person to enter a dwelling house
without the consent of the person in lawful occupation, or where there is not a person in lawful occupation, without the consent of the owner. If the person gains entry by force, by threats or intimidation of any kind, by deceit, by a fraudulent trick or device or by false and fraudulent representations, the person is guilty of an offence regardless of whether consent was granted. However, under the Invasion of Privacy Act 1971 (s.48A(2)), a person is not guilty of an offence if the person shows that their entry of the dwelling was authorised, justified or excused by law. This highlights the implications of not being able to establish who is and is not a legitimate party guest.

Members of the public also have legislated power to prevent gatecrashers from entering, and remove gatecrashers from, their residence. Under the Criminal Code Act 1899 (s.277(1)), an owner of premises may use reasonable force to stop anyone wrongfully entering the place, or can remove from the place anyone who wrongfully remains in the place using reasonable force only.

Youth Boredom

Feedback from the submissions and community forums noted that young people have a legitimate right to socialise, but questioned whether they had sufficient and suitable entertainment options available to them. Specifically, discussions centred around the types of leisure activities that are attractive to young people, lack of entertainment options and the importance of ensuring that young people are involved in decision-making about the choices of entertainment that are offered in their local area.

Youth leisure patterns and the appeal of youth parties

In Australia, young people between the ages of 13 and 17 years have an array of leisure interests, but spend most of their time watching television, listening to music and going out. Analysis of youth leisure patterns indicates that young people move through three age-related stages. Participation in organised leisure, including sports and youth clubs, declines from around 13 to 14 years of age. Casual leisure, including hanging out with friends, is common until around 16 years of age when commercial leisure, such as attending pubs, discos and cinemas, becomes the main focus for young people. This suggests that, as young people grow older they are less interested in attending formal, organised events and more interested in unstructured leisure activities. Also, given young people under the age of 18 years cannot legitimately patronise licensed premises to pursue their commercial leisure interests, older teenagers have to find ways to participate in comparable activities. Attending parties held on private property presents one way of participating in unstructured, quasi-commercial leisure activities. It also provides an avenue to interact with peers, which is very important given that teenagers generally prefer the company of their friends than their family.

Lack of entertainment options for young people

Forums and submissions revealed community concern over the perceived lack of entertainment options available to young people to participate in social or recreational activities. However, some community members also felt that there was a "nothing to do" culture amongst young people, despite there being a considerable number of options available to them. Young people were strong advocates for suitable venues and events, particularly for those aged between 15 and 17 years, as it was felt that far more options were currently available to the under-12 age group, such as Police Citizen Youth Clubs (PCYCs).

For legal, ethical and health reasons, entertainment and venues provided to young people (under the age of 18 years) are alcohol and drug-free. While such options are viable for a large number of young people, it does not provide a solution for the cross-section of young people who may seek options that allow them to drink alcohol. Therefore, it is thought that this group is likely to be reluctant to support alcohol or drug-free events and will continue to host or attend (with or without invitation) underage drinking parties.
Representatives from community and youth organisations raised a number of issues with providing suitable entertainment for young people. A difficulty for many youth organisations is identifying what young people want and catering for their changing preferences. There is some dismay from the community when a successful event is repeated, only to receive very poor numbers the second time around. Young people admit that their interests change rapidly and they seek variety in their entertainment. It is also very difficult to have a consistent approach across the state, as interests and facilities vary. For example, young people at the Gold Coast forums admitted to preferring live bands to discos, while the opposite view was expressed by young people at the Sunshine Coast forum.

The high cost of public liability insurance was also raised by some community groups as a barrier to hosting regular events or establishing an ongoing venue for young people, as costs are difficult to recoup.

Recommendation 6
That the Department of Local Government, Planning, Sport and Recreation examine whether local councils are diverting sufficient funds into providing appropriate facilities for youth.

Involvement of young people in decision-making
The SYP Taskforce believes that young people are best placed to provide input to their community to create events and venues that are suitably targeted to their age group and sustainable for the long term. When considering options, young people appear to desire both entertainment (e.g. dance parties, live bands or activities similar to those provided at the annual Gold Coast Schoolies) and a "space to hang out", which need not necessarily be a venue or building. Young people at forums have also discussed the difficulty of providing entertainment or events for mixed age groups. Older age groups (16 and 17 year olds) feel deterred from attending events that are likely to attract younger teenagers (13 and 14 year olds), who are seen as more immature by the older teenagers.

Recommendation 7
That the Department of Local Government, Planning, Sport and Recreation assist local councils to encourage young people to coordinate, promote and/or participate in the development of local youth events, particularly drug and alcohol-free events.

Parental Responsibility
A number of themes emerged from the submissions and community forums regarding parental responsibility. Generally, there is a perception that parents need to play a more active role in ensuring the safety of their children.

There is concern regarding parents supplying alcohol to their children. As discussed previously, evidence suggests that in many cases parents are supplying their underage children with alcohol. Some adults maintained that drinking alcohol under supervision helps young people to develop responsible drinking habits. Further, these adults expressed the view that not allowing their child to have alcohol will not work, because the child will obtain alcohol elsewhere (from friends or older siblings) and supplying alcohol to their child for a party is one way of monitoring what they are drinking and how much. Other parents supported the position taken by the ADF and contended that introducing young people to alcohol prematurely can lead to poor outcomes.

People also expressed concern over the inadequate or lack of parental supervision at parties. Despite the evidence from the youth survey that showed that 43 per cent of respondents indicated
that most or all of the parties held in private residences were supervised by parents or other adults, and a further 40 per cent indicated that sometimes parties were supervised (see Figure 15, page 15), some people perceived that this level of supervision was not occurring. Further, they contended that even when parents are in attendance they are not acting as responsible role models (often drinking themselves) or providing adequate supervision. Interestingly, young people who attended community forums also reflected this opinion and were calling for increased supervision by parents at parties and of their teenagers in general. There were suggestions from the community for parents to accept responsibility by providing improved supervision and guidance at parties, and in some cases to be held legally responsible for their child’s behaviour. Under the Criminal Code Act 1899 (s.286), any adult in charge of a child under the age of 16 years (regardless of whether they have legal custody or not) must provide the necessaries of life for that child and take reasonable precautions to ensure the safety, health and wellbeing of that child. The idea of being able to recover policing costs from the person/s who allowed the party to get out-of-control due to improper practices was also raised during the consultation.

Anecdotal evidence also suggests that some parents show little interest in their children when police notify them that their child is intoxicated. Police officers at forums often recounted instances where they had detained a young person (sometimes as young as 10 or 12 years old) who was very drunk, transported them back to the station and phoned parents, only to be abused by the parent for disturbing them and that they had no intention of coming to collect their child. Often the parents would indicate they had provided the alcohol for their child and did not care if they were drinking. This occurs despite the provisions of the Criminal Code Act 1899 (s.364) which states that it is unlawful for the person having lawful care of a child under 16 years of age to fail to provide adequate food, clothing, medical treatment, accommodation or care when it is available from his/her resources. Police report being in a difficult situation with respect to this situation, as there may not necessarily be adequate ‘safe places’ in the area for the child to be transported to. Further, the child does not have to stay at the ‘safe place’ and can walk out after being dropped off by police.

Parental leniency and the failure to establish boundaries were also highlighted. There is a perception that some parents do not fully understand how to effectively establish boundaries of appropriate and inappropriate behaviour. While peer pressure is considered a major issue for young people engaging in underage drinking and out-of-control parties, some parents also advise that they need support to make the right decision for their child. Often the parents are under pressure too and are balancing discipline and values with their child’s social exclusion if they do not “do what the other parents are doing”. It was also commonly expressed that parents feel that they have lost their right to discipline their child and children are being told in school that they can not be disciplined or smacked. While not a justification for abuse of any kind, the Criminal Code Act 1899 (s.280) provides that it is lawful for a parent or a person in the place of a parent, to use, by way of correction, discipline, management or control, towards a child or pupil, under the person’s care such force as is reasonable under the circumstances. There was a call for parental education and support that informs parents of their rights and responsibilities and empowers them to be able to say “no” to their child when under pressure.

Finally, feedback suggested that parents are often generally unaware of their child’s social activities. This reflects a broader concern that questions whether parents really know their child’s whereabouts and the activities in which they are participating.

There was a sense that something needs to be done to increase the awareness of parents about the activities of their children. Given that parents are often involved in many facets of youth parties, including providing alcohol, hosting and supervising parties, an awareness campaign that targets multiple issues was considered appropriate. It was suggested that the school environment might be the most effective facilitator of such a campaign. For example, information could be provided at
school parent nights, through school newsletters and through activities coordinated by the Parents and Citizen's Association.

Recommendation 8

That the Queensland Police Service reports any child protection concerns associated with parental neglect of children who are repeatedly underage drinking to the Department of Child Safety.

Electronic Communication

Electronic communication – in particular mobile phone technology – was cited as a key issue regarding out-of-control youth parties. Many media articles reported that the use of short message service (SMS) (also known as “texting”) is facilitating parties getting out-of-control by enabling information about the party to be spread widely and rapidly to invited or uninvited guests. For example, a party in Brookfield in Brisbane’s Western suburbs was gatecrashed by approximately 250 people who allegedly received an invitation passed on through text messaging. The public consultation process concurred with this view. Young people and community members agreed that texting is used to advertise parties in various forms. Party hosts reportedly use SMS to advertise their party, but invited guests can also use SMS to spread the invitation rapidly (with or without the host’s consent). While there was no direct evidence to support the reportedly extensive use of SMS by gatecrashers, young people and community members believed that gatecrashers were arriving at parties and texting others to come if they were successful in gaining entry.

Party etiquette has reportedly evolved for young people, who say that formal invitations are not used extensively. Invitations are often made via word-of-mouth, email or SMS. When asked to identify their usual method of receiving party invitations, youth survey respondents indicated that word-of-mouth was the most frequent form (70%), followed by formal invitations (18%) (Figure 30). Despite the perception of extensive use of SMS the data show that young people hear about parties via SMS in only 7 per cent of cases. However, SMS was identified by survey respondents as the next most popular way of finding out about a party. For the 93 per cent of youth survey respondents who do not usually find out about a party through SMS, almost half (49%) indicated that they had received a text message. Some young people reported that an awareness of gatecrashing had made them rethink the use of electronic communication and they prefer to use formal invitations, which also provides a means of having security providers or the party host confirm the veracity of the invitation before the guest gains entry to the party. There were some media reports that claimed parties were being advertised on the Internet, apparently through closed and open chat rooms. However, the public consultation process did not raise the Internet as an issue and the youth survey showed Internet as the least used device to advertise a party (less than 2%).
Submissions did not offer any useful suggestions for how the role of technology could be managed. In fact, many young people said that there was "nothing you can do" to stop the use of mobile phones. In response to the concern over the inappropriate use of text messaging to encourage or promote gatecrashing, the Taskforce investigated the possibility of creating an offence for such behaviour. However, the successful prosecution of any offence of this type would require intervention by the Commonwealth in relation to the use of powers to intercept telecommunications. Education on the potential impacts of using mobile phones to issue invitations was considered a more effective measure to address this issue. Education for parents and young people would encourage party hosts to issue paper invitations that can be verified before guests enter the party.

**Police Responses**

**Police powers**

Police powers to respond to unlawful behaviour arising from youth parties in Queensland are covered under the PPRA and other various pieces of legislation, including the *Invasion of Privacy Act 1971*, the *Summary Offences Act 2005* and the *Criminal Code Act 1899*, and have been discussed as appropriate in the preceding sections. Other powers are described in the next section of this report, where the negative consequences of out-of-control parties are discussed. While these powers are all relevant to policing out-of-control youth parties, it is important to note that young people between 10 and 16 years of age (inclusive) are dealt with under the provisions of the *Juvenile Justice Act 1992* (JJA). Diversion from the juvenile justice system is a foundational principle of this legislation and wherever possible young people will be formally charged as a last resort. The SYP Taskforce’s research has highlighted a number of issues associated with managing out-of-control youth parties. Table A7.3 in Appendix seven summarises these issues and classifies the corresponding parental and police legislative provisions as either prevention, removal or control.

**Recommendation 9**

That the Queensland Police Service consider breath test activities in the vicinity of parties reported to be gatecrashed.

**The QPS “Party Safe” Initiative**

The QPS Party Safe initiative provides parents and party hosts with ideas and advice on how to hold a safe party and provides opportunity for hosts to register their party with local police. The
Party Safe kit consists of a brochure, which includes a checklist for the party host to assist in reducing the risk of a party being gatecrashed or becoming unruly due to excessive alcohol consumption. A poster and postcard are also included for promotional purposes. The poster is used as a visual display to promote Party Safe at police stations. Party Safe encourages hosts to notify police of a party through the use of a registration form which can be found on the QPS website or provided at any police station. This registration form advises police of the date, time and location of the party as well as expected numbers and the general age of party invitees. By registering a party, police endeavour to employ proactive measures to assist in keeping the party safe, generally by increasing their visibility in the area during the event.

Currently, Party Safe is implemented at the discretion of individual crime prevention units across Queensland. Consequently, there is no state-wide Standard Operating Procedure regarding the initiative, and the Officer-in-Charge will determine the procedure for each location. Some areas are very proactive in their approach, often visiting the registered party to give hosts advice and safety tips before the party begins. Other areas note the information for patrol tasking and file away. All police districts endeavour to maintain a generalised presence in the area during the party; however resource constraints may not make this possible in all cases.

Overall, there is limited awareness of Party Safe, with over two-thirds (68%) of youth survey respondents indicating that they had not heard of the program. It would appear that more females (40%) than males (24%) are aware of the initiative, and that awareness increases with age. There was also quite a marked difference in awareness between hotspot schools, where just over half (51%) of respondents knew of Party Safe, and non hotspot schools, where only 18 per cent of respondents knew of the initiative. Similarly, many who attended the forums had not heard of the Party Safe initiative. Once Party Safe had been explained to community members at the forums, the initiative was well received.

In August 2005, the QPS Drug and Alcohol Coordination Unit conducted an internal evaluation of police officer’s usage and perceived usefulness of Party Safe resources. Key findings from the evaluation showed support for the brochure, poster and registration form. The postcard was not seen as particularly useful and there was uncertainty regarding its purpose and use. The evaluation also showed that processes varied across police districts and the registration forms were mainly used for patrol tasking, complaints handling and rostering. Promotion of Party Safe appears to occur mainly through schools, community groups and media, particularly in the lead-up to school holiday periods. The evaluation contained recommendations for the Party Safe resources, which included:

- promotion of the initiative at party hire venues, liquor outlets and through television advertisements and talks with young people;
- further education of the initiative for general duties police and staff at stations;
- addition of a poster to be displayed outside the party venue; and
- additional information in the brochure to cover legal aspects relating to alcohol consumption in public places and public disturbance, as well as tips on personal safety and transport to and from a party.

Some of these recommendations were also reflected in the SYP Taskforce’s consultation process. In particular, there were several suggestions regarding the inclusion of a poster to display at the party venue (this initiative is used under the Victorian police PartySafe model described later) as a means of deterring gatecrashers and highlighting that police were aware of the party and may periodically drive past the premises. Additionally, there were calls for the Party Safe initiative to be promoted more widely, perhaps through school-based education and television advertising, and for young people to be better informed of laws and the social and health risks relating to alcohol consumption by young people.
Recommendation 10

That the Queensland Police Service in conjunction with Queensland Health:

- ensure that the Party Safe initiative conforms with best practice (e.g. having a sign outside the premises to detract troublemakers), paying particular attention to situational crime prevention techniques;
- develop a consistent approach to the implementation and marketing of the Party Safe initiative across the state;
- widely market the Party Safe initiative through the most appropriate avenue, such as radio, television, liquor retailers, the Internet, youth organisations and schools etc;
- systematically monitor and report on the effectiveness of the Party Safe initiative in preventing and managing out-of-control parties. This may involve the collection of statistics and data for crime prevention or research purposes;
- actively use School Based Police Officers to assist in the promotion of Party Safe and to educate students on the consequences of out-of-control parties; and
- encourage Neighbourhood Watch groups to include Party Safe information in their literature.

Recommendation 11

That the Department of Communities, the Queensland Police Service, the Liquor Licensing Division in the Department of Tourism, Fair Trading and Wine Industry Development, Queensland Health and the Department of Education and the Arts collaborate to develop an awareness strategy that informs parents, young people and party hosts of their rights and responsibilities when hosting or attending a youth party. The strategy must include:

Legal responsibilities and liability, such as civil negligence resulting from the actions of drunken guests and the responsibility to provide adequate supervision of children in their care under the Queensland Criminal Code (s.286);

Issues associated with underage drinking, including health and social consequences, and fines and penalties;

The negative consequences of out-of-control youth parties; and

Other relevant information relating to hosting safe parties.

Investigating an initiative similar to the Canadian P.A.R.T.Y. (Prevent Alcohol and Risk-Related Trauma in Youth) which is a confronting website aimed at encouraging young people to make smart choices. Visitors can take a virtual tour of Canada's first and largest trauma centre. There are also testimonials from people who have made "bad choices" or who have had someone make a bad choice for them and the consequences of those choices. It is available at: http://www.partyprogram.com/.
Police responses in other states

Police services in other states have implemented similar initiatives to address the issue of out-of-control youth parties. The following discussion summarises these initiatives.

In Victoria the Police launched “PartySafe” in 2001 following the success of a five month pilot project that was conducted in one police district in 1999. The pilot project was developed in response to the high incidence of gatecrashers at parties in that particular district and consisted of residents registering their party with local police who then tasked crews to patrol the area around the party. The evaluation of the pilot showed that approximately 66 per cent of parties attended by police were registered with police and that there had been a substantial decrease in gatecrashing during the period.

An evaluation of the Victorian PartySafe program showed that 79 per cent of all parties registered with police were located in a house with the remaining 21 per cent held in another venue. The most common types of parties registered with police were birthdays, particularly 18th birthdays. A sample of people (n=21) who had registered their party with police were asked to participate in a survey seeking feedback on their experience with the PartySafe program. Nearly all participants were satisfied with police assistance while registering their party and all who received the PartySafe Kit believed the information was helpful. Having their party registered made most people feel more secure (98%) and they indicated that they would register any future parties with police.

The PartySafe program was awarded a crime prevention award by the Victorian Government in 2002 and the concept has been adopted into the curriculum of many schools as part of education sessions on safety and health. Police officers regularly attend schools to deliver training sessions. The evaluation did not address the effectiveness of PartySafe at preventing parties getting out-of-control, though there is a perception that it is a worthwhile endeavour and is valuable in terms of promoting community awareness and assisting police manage the issue.

The New South Wales Police also conduct a state-wide Party Safe initiative. There are three important elements of the program: consistency, police procedures and awareness. The information packs and notification system used by police are consistent across the state. There are standard procedures that officers must adhere to when notified of a party. Police encourage people to notify police at least one week in advance of the party date and all these notifications are reviewed by the local crime coordinator. If it looks like the party will be a big event or may be at risk of getting out-of-control (e.g. because of the number and age of invitees, age of the host, location, etc.), the crime coordinator refers the matter to the Youth Liaison Officer or Crime Prevention Officer who will visit the party host prior to the party to advise on strategies to reduce the risk of the party getting out-of-control. If they are only notified the day of the event, officers on patrol during that time will be tasked with monitoring the situation throughout the evening. The final element is a strong school-based educative program in which police officers attend schools and provide information to students and distribute the party packs. Though there has been no formal evaluation, feedback received from parents is reportedly very positive. Parents like having guidelines and feel empowered when they are told they can have control over the situation by making a list of invitees, refusing entry to persons not on the list, and that they can confiscate keys and alcohol from young people who attend the party. As discussed previously, Queensland police have the power to seize and confiscate alcohol, and may also confiscate keys if the officer believes this action is reasonably necessary to prevent the commission, continuation or repetition of an offence (Section 44 of the PPRA).

Western Australian police distribute an information booklet that includes a form for people to register their party, through the schools. There are no set procedures for police once they receive the form and it is up to the Officer-in-Charge to determine action to be taken. Party registration is not proactively responded to, and is for information only. To date there has been no formal evaluation.

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While the South Australian police report that they do not have a large problem with out-of-control parties, they do have a Partysafe program which is based on the Victorian model. The South Australia Police Youth Policy was originally developed in 2001 and is due to be updated. The state government has recently released a Youth Action Plan from which the police will develop their corresponding action plan and update the youth policy.
NEGATIVE CONSEQUENCES OF YOUTH PARTIES

The reasons why police attend youth parties\(^1\) provide some insight into the negative consequences of those youth parties. Figure 31 shows that police were called to parties in response to street disturbances in 45 per cent of cases. In a further 25 per cent of cases, police were responding to excessive noise. However, while the actual numbers of such incidents may be quite small, there are other unintended consequences that should not be dismissed. There is evidence to suggest that assaults, property damaged, sexually assaulted and unplanned (and perhaps unsafe) sex can occur at parties. Out-of-control youth parties, fuelled by increased media attention, are also contributing to elevated fear of crime in the community.

This information, together with information from the community forums and submissions, suggests that the dominant negative consequences of out-of-control youth parties are:

- Street disturbances
- Violence
- Excessive noise
- Intentional property damage
- Sexual assault of party guests
- Heightened community fear.

Notwithstanding these very important issues, another message to emerge from the community forums was that some young people are reluctant to phone the police or ambulance for assistance when parties get out-of-control for fear about the legal consequences of underage drinking or substance use that may be occurring at the party, and that this reluctance may compromise the personal safety of party guests.

\(^1\) Note: Reports of out-of-control parties refer to informants reporting an incident as such and may therefore involve one or more of the other categories or may in fact relate to a large gathering raising the fear level of the informant.
Street disturbances

As illustrated in Figure 31 (page 39), street disturbances resulting from out-of-control youth parties present a significant problem to police. Street disturbances predominantly include hooning in cars by youths associated with a party and youths congregating in the street outside a party smashing bottles, urinating, screaming and causing general disturbances. These disturbances are also a problem for neighbours, as well as many hosts.

Legislative provisions to respond to street disturbances

Police currently have breach of peace powers. Under the PPRA (s.42) police have a duty to take all reasonable action to avoid a breach of the peace. Police can detain a person and take them to another location until the breach of peace no longer exists (s.42(2)). Under the Criminal Code Act 1899 (s.75(1)) a person must not threaten to enter or damage premises with intent to intimidate or annoy anyone. Police feedback suggested that serious breaches of the peace can be difficult to manage when large numbers of party guests are present.

Police also have public nuisance powers. Under the Summary Offences Act 2005 (s.6) a person who commits a public nuisance offence, defined as behaving in a manner that is disorderly, offensive, violent or threatening, can be charged by police when that person's behaviour interferes with or is likely to interfere with the peaceful passage through, or enjoyment of, a public place by a member of the public. This includes a person using obscene, abusive or offensive language (s.6(3)(a)). It is not necessary for a person to make a complaint about the behaviour of another person before a police officer can start proceedings against the person for a public nuisance offence (s.6(4)).

The PPRA also provides police with move on powers (s.37 and s.38). Under these powers, police may give a direction for a person or group of persons to "move on" when they are causing anxiety to a person entering, or leaving a prescribed place, where their presence interferes with trade or business by unnecessarily obstructing, hindering, or impeding someone entering, or leaving the place, disorderly, indecent, offensive, or threatening to someone entering, or leaving the place, or disrupting the peaceable and orderly conduct of any event, entertainment, or gathering at the place. The move on direction may require the person to leave a prescribed place and not return within a stated time (see discussion below) or to move a stated distance away from a location (or in a certain direction) and not return within a stated time. The duration of the direction established by the police officer must be "reasonable" and no more than 24 hours. As they currently stand, these powers do not apply to youth parties because private premises are not considered a "prescribed place". In order to disperse young people from a public place (e.g. a footpath), police officers must utilise the PPRA (s.50(1)) which gives them power to issue any direction to a pedestrian that is impeding the safe and effective regulation of traffic, or simply "recommend" that young people leave the area. It has been suggested that expanded move on powers would improve the police's capacity to effectively disperse an out-of-control party.

Recommendation 12

That move on powers be expanded to provide police with the ability to move on individuals or groups of young people, who have moved into public areas, from a youth party that has become out-of-control.

Violence

A number of recent media articles have reported that violence at youth parties is an increasing problem. These reports indicate that young people are being assaulted and even rioting through the streets when parties become out-of-control. For example, on 24 September 2005, a teenager was stabbed when he tried to evict gatecrashers from a party in Brookfield, in the western suburbs of
In Cairns in July 2005, police were called to disperse around 300 uninvited young people who had been denied entry to a formal party. A police officer suffered cuts and bruising after being assaulted by a 16 year old boy who refused to empty his alcoholic drink. It is often suggested that alcohol fuels violent outbursts. Given that alcohol is consumed, often in large amounts, at youth parties, this argument is sometimes extended to the youth party context. However, while ample evidence demonstrates that alcohol consumption frequently accompanies incidents of intentional violence, a review of relevant research was unable to firmly attribute alcohol as a causal role in such behaviour. Instead, it is suggested that the role of alcohol in violent offending is more often linked to the situation and social context in which the violence takes place.

An analysis of Queensland media reports for the period 24 May to 31 October 2005 indicated that while violence is a significant problem, the actual prevalence of violent episodes may have been inflated by over-reporting of a number of serious incidents. Evidence from the youth surveys also lends support to this assertion. Results showed that three in five respondents indicated that physical assault of party guests never or rarely occurred (Figure 32). The vast majority (90%) of respondents indicated that physical assault of parents, neighbours or police never or rarely occurred (Figure 33).

**Figure 32. Frequency of physical assault of party guests at parties (youth survey)**

![Bar chart](chart1.png)

(Base: All respondents who reported having been to parties at least occasionally; n=271)

**Figure 33. Frequency of assault of parents, neighbours or police at parties (youth survey)**

![Bar chart](chart2.png)

(Base: All respondents who reported having been to parties at least occasionally; n=271)
Legislative provisions to respond to acts of violence

Assault is an offence and there are numerous existing powers to deal with assault offences. The Criminal Code Act 1899 (Chapter 30) makes provisions regarding common assault (s.335), assaults occasioning bodily harm (s.339) and serious assaults (s.340). Under the PPRA, it is also an offence to assault (as defined in the Criminal Code Act 1899) or obstruct a police officer in the course of performing their duties (s.444). Consultations indicated that these powers are sufficient to be able to effectively deal with acts of violence.

Excessive noise

Thirty-nine per cent of young people who completed the youth survey indicated that excessive noise did occur at parties most or all of the time (Figure 34). The QPS data, that indicated that one-quarter of all police presence at youth parties was the result of a noise complaint, lends support to this finding (see Figure 31, page 39). The issue of excessive noise was also raised in community forums, where it was suggested that in addition to the localised noise that occurs at the site of a large party, youths are yelling out offensive language in the streets near the party and/or as they leave the party.

Figure 34. Frequency of excessive noise at parties (youth survey)

![Figure 34. Frequency of excessive noise at parties (youth survey)](image)

(Base. All respondents who reported having been to parties at least occasionally; n=271)

Legislative provisions to respond to noise complaints

The PPRA (s.359) provides that police have a duty to investigate a complaint of excessive noise. Once satisfied that the noise is clearly audible, police have the power to enter the premises without warrant and issue a Noise Abatement Direction (NAD) (s.360). A NAD is issued, either verbally or in writing, at the discretion of the police officer. If a further noise complaint is received within a 12-hour period after issuing a NAD, police have the power to enter the premises and lock/seal/seize the property responsible for the noise. If property is seized the police officer must take it to a police station to be held in safe custody. The owner can claim the property after 24 hours has elapsed and during office hours (s.363). Once again, consultations with stakeholders suggested that these powers were adequate.

Intentional property damage

In Cairns (June 2005) it was reported that "hundreds of teenagers went on the rampage in the dress circle street... gardens were uprooted, bottles thrown against neighbouring homes and glass smashed...". In addition to featuring in media reports, intentional property damage and littering (particularly bottles) was also discussed at community forums and was considered to be a significant problem. In contrast, over half (58%) of youths surveyed suggested that intentional
property damage never or rarely occurred (Figure 35). Feedback on the frequency of littering was, however, not included in the youth survey.

Figure 35. Frequency of intentional property damage at parties or in the near vicinity (youth survey)

![Bar chart showing percentage of responses]

- Never: 35%
- Rarely: 23%
- Sometimes: 25%
- Most of the time: 11%
- All of the time: 4%
- Don't know: 2%

(Base: All respondents who reported having been to parties at least occasionally; n=271)

**Legislative provisions to respond to intentional property damage**

Police have *wilful damage* powers to deal with property damage. Under the *Criminal Code Act 1899* (s.469), a person must not wilfully and unlawfully damage property. While police maintain that these powers are sufficient, they also report that it is often difficult to attribute property damage to an individual or group of individuals, especially in the context of a youth party. Police currently have the power to request name and address details under the PPRA if a police officer finds or reasonably suspects a person will commit an offence (s.33). It was suggested that expanding this power to situations where there is no suspicion or evidence that a person has committed or will commit an offence, may assist police investigating a property damage complaint subsequent to a party. However, expansion of these powers, if used in conjunction with move-on powers which were enacted to minimise aggressive responses to police has the potential to escalate, rather than diffuse the situation. Consideration of the PPRA provisions (s.33) outlining the existing (quite considerable) circumstances in which people are required to provide names and addresses may be necessary.

Suggestions were made at the community forums that it may be appropriate to hold the party host responsible for any damage that results from a youth party. This liability would ensure that people having parties are responsible for property damage in the surrounding neighbourhood caused by people attending the party. However it is acknowledged that there would be some difficulty in attributing property damage by party goers or gatecrashers if the damage was many streets away from the party venue.

**Sexual assault of party guests and unplanned sex at parties**

Some community members felt that excessive alcohol consumption and drink spiking were facilitating *sexual assaults* and/or *unplanned sex* at parties. Sexual assault is an offence that is highly under-reported, so it is difficult to determine the prevalence of alcohol-related sexual assault. However, available evidence suggests that approximately one-half of all sexual assaults are committed by men who have been drinking alcohol, and similarly one-half of all sexual assault victims report that they were drinking alcohol at the time of the assault. Research also shows that alcohol-involved sexual assaults tend to occur in social situations (i.e. at parties or in bars) where drinking tends to be a shared activity, rather than in either person’s home.
Data from the youth survey indicates that in nearly 80 per cent of cases, sexual assault at parties never or rarely occurs (Figure 36). Five per cent of respondents reported that this behaviour occurs most or all of the time. However, it may be appropriate to see this as a conservative estimate given that sexual assault is highly under-reported both in offence statistics and in crime victim surveys. There is no evidence to suggest that survey reporting rates by younger people differ to older persons (the majority of participants in the youth survey were aged 18 years or under, as compared with crime victim surveys where respondents are over 18 years of age).

**Figure 36. Frequency of sexual assault at parties (youth survey)**

Research suggests that risky sexual behaviour may be an unintended consequence of alcohol consumption. A Cairns newspaper reported that “nude teenagers leapt into a pool from a balcony and had sex on a front lawn during a drunken party...”. While the reliability of media reports like this one can not be guaranteed and should be interpreted with caution, such reports, together with more general community concern regarding unplanned and unsafe sex at parties, do perhaps suggest that the issue may require further research.

**Police powers regarding sexual assault offences**

Police powers to respond to complaints of sexual assault are covered under the PPRA and include powers to preserve a crime scene for the purpose of searching for and preserving evidence (ss.81 to 96). Other powers include arresting suspects (with or without warrant) and conducting investigations and questioning. The PPRA outlines police arrest and custody powers (ss.198 to 226), including the power to arrest an adult without warrant under certain conditions, such as preventing the continuation of an offence (s.198(a)), to preserve the safety or welfare of any person (s.198(g)) and because of the nature and seriousness of the offence (s.198(a)). Subject to the Juvenile Justice Act 1992 (s.13), which preserves general police arrest powers, police also have the power to arrest a child without warrant if police suspect that the child has committed or is committing an offence. The use of these powers will depend on the circumstances and timing of the complaint. While stakeholder consultations raised concern over sexual assault occurring at out-of-control parties and gatherings, the adequacy of existing police powers to investigate and prosecute sexual offences was not raised at these forums.

**Heightened community fear and negative perceptions of youth**

Clearly street disturbances, excessive noise and other negative consequences of out-of-control youth parties contribute to heightened community fear regarding these events and towards young people in general. Media reports increase and intensify this fear. An analysis of Queensland media reports revealed that 28 per cent (n=40) of all media reports concerning youth parties were focused on negative aspects of youth parties.
There were opposing views at community forums and in public submissions about perceptions of youth. Community members who reflected positively on youth noted that teenagers are often the group most discriminated against. It was frequently remarked that adults must remember that they were young once and the issues facing our young people today are very similar to those in the past, though it was suggested that in the past some of these issues were simply “out of the public view”. However, negative perceptions of youth were frequently expressed, particularly the view that young people have no respect for themselves or others, which results in antisocial and disrespectful behaviour, not only at private parties but at public gatherings. There is also a common perception that young people are not aware of consequences and think that they are “bulletproof”. This was particularly the case regarding negative drinking behaviour. During discussions at community forums about solutions to address excessive drinking and out-of-control parties, community members and young people frequently suggested that education programs (with a consequence-based theme) should be targeted at young people.

**Recommendation 13**

That the Queensland Government ensure that young people are valued in the community and acknowledge that they have the right to be able to celebrate and need to be assisted to do so safely through partnerships with local councils, police and youth agencies. This could involve collaboration between agencies to ensure that out-of-control party incidents are responded to early and quickly.

**Youth curfews**

Concern was raised in community forums regarding the number of young people “roaming the streets” or gathering in public spaces at night. The media has also highlighted this issue, particularly in areas such as the southern Gold Coast and the Sunshine Coast. The issue of public gatherings or “roaming” of young people was often associated with a call for youth curfews, predominantly by local governments. However, youth curfews featured in only seven (5%) of the 146 media reports on youth parties between 24 May and 31 October 2005. The appeal of curfews as a mechanism to keep people off the streets at certain times has been used in some jurisdictions as a means of social control. By reducing the number of young people on the streets during certain hours, curfews have been argued to be an effective youth crime prevention/reduction method and a cogent way to protect young people from becoming the victims of crime.31

The United Kingdom has enacted legislation that provides for youth curfews. The Crime and Disorder Act 1998 and Sections 48 and 49 of the Criminal Justice and Police Act 2001 provide for establishment of a Local Child Curfew, whereby a local authority or local police can ban children under 16 years of age from being in a public place during specified hours (between 9pm and 6am) unless under the control of a responsible adult. It is the SYP Taskforce’s understanding that no local child curfew scheme has yet been set up under these powers.

Powers were introduced in Western Australia in June 2003 under the Child Welfare Act (s.138B), banning unsupervised young people from entering Perth’s main adult entertainment district. An evaluation of the impact of the exclusion policy on juvenile crime after 12 months indicated that both juvenile and adult crime had reduced in the area.32 While the evaluators suggest that this demonstrates the success of the program, it is argued that any relationship between juvenile crime reductions and curfews is spurious, and probably reflects a more generalised decrease in total crime, as evidenced by the proportionately larger reduction in adult crime. In the United States of America (USA), quality evaluations of youth curfew schemes generally show no link between areas that achieve a reduction in youth crime and areas with curfews. Although youth crime is sometimes noted to reduce in areas with a curfew this appears to be more to do with other strategies, such as the closed circuit television cameras, or with demographic and economic changes affecting the numbers and prospects of young people. Males and McAllister for example, conclude from their
thorough analysis of curfews in California that, "[s]tatistical analysis does not support the claim that curfew enforcement reduces any type of juvenile crime, either on an absolute (raw) basis or relative to adult crime rates...[the results] point to the ineffectiveness of these [curfew] measures in reducing youth crime.""\(^3\)

In addition to there being no clear evidence to suggest a relationship between curfews and crime reduction, there are other problems associated with such a strategy. These include:

- **Crime displacement:** Curfews are usually implemented in areas judged to be youth crime and delinquency hotspots. The concern is that because curfews do not address causes of youth crime and delinquency, removing young people from one area could simply move the problem to another location.

- **Net widening:** Curfews can also be counter-productive in the "fight" against crime by turning generally law-abiding young people into criminals. Youth curfews "open the door to the criminalisation of young people," particularly those who are already on the margins of society. Curfews may further entrench feelings of alienation and social exclusion and the acquisition of a criminal record could exacerbate such feelings.

- **Civil rights:** Youth curfews may infringe upon individual rights and liberties. Children have a right to freedom of movement and assembly which curfews directly undermine by criminalising their simple presence in a public space. They are subject to blanket discrimination on the grounds of age, despite the fact that only a few ever commit a criminal offence and that adults are responsible for the bulk of crime.

### United Kingdom initiatives to address anti-social behaviour

The United Kingdom has introduced Anti-Social Behaviour Orders (ASBOs) and Acceptable Behaviour Contracts (ABCs) to maintain order in public spaces by restricting access to these areas by young people who have been identified as displaying antisocial behaviour.

ASBOs are civil orders given on the balance of probabilities by courts to prevent particular behaviour from a person in particular areas. Antisocial behaviour may include: property damage (graffiti, vandalism); verbal abuse and intimidating language; harassment and intimidation; excessive noise; drunken behaviour; uncontrolled pets; riding/cycling on footpaths; rubbish dumping; and aggressive begging. England, Scotland and Wales have each legislated ASBOs under their respective Crime and Disorder Act 1998. Police, local authorities, and registered social landlords may apply for an ASBO from a Magistrates or County Court, providing consultation has occurred between the agencies. A breach of an ASBO is a criminal offence that may result in a maximum penalty of five years imprisonment. The breach rate reported in December 2001 was around 20 per cent, although it was suggested that this rate is higher amongst young people (approximately 44%).

Unlike the ASBO, which is a statutory creation, the ABC is an informal procedure that involves the young person voluntarily signing a written agreement with the local authority (e.g. police, school, housing department). The ABC contains conditions for the young person not to take part in certain, specific behaviours such as verbal abuse, vandalism, harassment of people and criminal damage. In addition, the ABC can include diversionary activities to address the underlying causes of the behaviour. ABCs may be used as an early intervention strategy before considering an ASBO. Breach of an ABC may result in an application for an ASBO. The breach rate reported in 2002 was approximately 10 per cent.

Evaluations of both ASBOs and ABCs have been scant and data is often perceptive and anecdotal, making it difficult to conclude whether these orders reduce antisocial behaviour and, in turn, crime, and whether they aid community regeneration and control. There are also a number of issues, particularly with ASBOs, including: the punitive nature of the order, net-widening, discrimination...
and it's ineffectiveness in addressing the underlying causes of antisocial and criminal behaviour. In particular, there have been media reports where teenagers could receive terms of imprisonment for swearing and being in certain locations. For example, an 11 year old boy banned from 80 streets in his home town for four years was sent to a youth detention centre for six months after being breached for a second time.35

These factors and a substantial body of research suggest that curfews and ASBOs are not viable or effective options to address out-of-control youth parties. The SYP Taskforce believes increasing police move on powers to be a more practical way of dealing with the problem of large numbers of young people spilling out on to the streets causing disruption.
Safe Youth Parties Taskforce

CURRENT RESPONSES IN QUEENSLAND

As has been reported throughout the preceding sections of this report, there is a range of existing legislative powers that police have for dealing with out-of-control parties. These are summarised below:

- **Consumption of alcohol in a public place**
  
  There are penalties for people who breach the *Liquor Act 1992* by selling or supplying liquor on licensed premises and in public places to a person under 18 years of age. Under the PPRA, a police officer may seize or destroy alcohol from a person if the officer believes that a person has committed or is about to commit an offence. Police officers can also issue an on-the-spot fine (infringement notice) to people who breach the *Liquor Act 1992*. A Liquor SETON can be issued to a minor for liquor offences.

- **Move on powers**
  
  Police can give a direction under the PPRA for a person or group of persons to "move on" when they are causing anxiety to a person entering, at or leaving a prescribed place, where their presence interferes with trade or business by unnecessarily obstructing, hindering or impeding someone entering, at or leaving the place, disorderly, indecent, offensive, or threatening to someone entering, at or leaving the place, or disrupting the peaceable and orderly conduct of any event, entertainment or gathering at the place. In order to disperse young people from an area (e.g. a footpath) that is not a prescribed place, police officers can issue any direction to a pedestrian that is impeding the safe and effective regulation of traffic, or simply "recommend" that young people leave the area.

- **Trespass and invasion of privacy powers**
  
  Police have trespass powers and invasion of privacy powers that allow them to deal with gatecrashers. It is an offence under the *Summary Offences Act 2005* for a person to unlawfully enter, or remain in, a dwelling or the yard for a dwelling. Further, under the *Invasion of Privacy Act 1971* it is an offence for any person to enter a dwelling house without the consent of the person in lawful occupation, or where there is not a person in lawful occupation, without the consent of the owner. If the person gains entry by force, by threats or intimidation of any kind, by deceit, by a fraudulent trick or device or by false and fraudulent representations, the person is guilty of an offence regardless of whether consent was granted. Members of the public can also prevent gatecrashers from entering, and remove gatecrashers from, their residence under the *Criminal Code Act 1899* by using reasonable force to stop anyone wrongfully entering the place, or remove from the place anyone who wrongfully remains in the place.

- **Breach of peace, public nuisance and noise abatement powers**
  
  If a party is shut down and large numbers of people are leaving at the same time, the police have a duty to take all reasonable action to avoid a breach of peace. Police also have the right to charge a person who commits a public nuisance offence (behaving in a manner that is disorderly, offensive, violent or threatening) under the *Summary Offences Act 2005*, or an assault or wilful damage offence under the *Police Powers and Responsibilities Act 2000* or the *Criminal Code Act 1899*. It is not necessary for a person to make a complaint about the behaviour of another person before a police officer can start proceedings against the person for a public nuisance offence. If responding to a noise complaint, the police can ask for the music to be turned down and confiscate items contributing to the noise if another noise complaint is received within 12 hours.

- **Power to arrest**
  
  The PPRA outlines police arrest and custody powers, including the power to arrest an adult without warrant under certain conditions, such as preventing the continuation of an offence, to preserve the safety or welfare of any person and because of the nature and seriousness of the
offence. Subject to the *Juvenile Justice Act 1992*, which preserves general police arrest powers, police also have the power to arrest a child without warrant if police suspect that the child has committed or is committing an offence. The use of these powers will depend on the circumstances and timing of the complaint.

Additionally, the QPS has introduced the Party Safe initiative that provides parents and party hosts with ideas and tips on hosting a safe party. It also provides the opportunity to register the party with the police so that police can proactively assist in keeping the party safe.

**Recommendation 14**

That the Department of Communities develop a community brochure that outlines the various laws which affect people’s rights in relation to youth parties that get out-of-control and which incorporates appropriate information from sources mentioned in this review. This brochure could be included in the Queensland Police Service Party Safe pack.
SUMMARY OF PARTY SAFE INITIATIVES IN OTHER JURISDICTIONS

The issue of out-of-control parties is not a phenomenon unique to Queensland. Many other jurisdictions in Australia and overseas have similar problems and have developed varying initiatives to deal with the problem. This information has been researched by the Queensland Parliamentary Library in the briefing for the SYP Taskforce. Electronic links to the following are included where available.

Australia

• The Australian Lions Drug Awareness Foundation produces a brochure called Teenagers & Safe Partying. The brochure is designed to assist parents with teenagers cope with the pressures that can develop from those teenagers attending or hosting parties. The brochure also sets out steps that can be taken to help insure safe actions by teenagers at parties and provides hints on what to do if something goes wrong at a party. It is available at: http://www.lionsclubs.org.au/aldaf/resources.htm

• The Australian Drug Foundation has a toolkit on Safe Partying. The kit contains a number of free brochures and booklets on strategies party hosts and attendees can use to ensure a party is safe for everyone. It is available at: http://www.adf.org.au/store/browse.asp?ContainerID=factsheets

There is also an extensive resource and reading list. One of the tip sheets is specifically focused on how to avoid gatecrashers. It is available at: http://www.adf.org.au/download.asp?RelatedLinkID=256

• Most Australian police services have introduced a safe party program in various forms, including:
  - Western Australia: Party Safe. It is available at: http://www.police.wa.gov.au/LocalPolice/PeelDistrict.asp?CommunityPrograms

• Some Australian local governments have also developed safe party programs. For example, the Newcastle City Council has developed a Safe Parties program and has published an information sheet on their website. It is available at: http://www.monash.vic.gov.au/party/

International

New Zealand, the United States and Canada have developed initiatives for safe parties. Canada and the United States have undertaken extensive research into strategies which limit the problems arising from underage drinking and gatecrashers at parties attended by young people. This research has informed the development of the following material.
Safe Youth Parties Taskforce

Canada

- The Centre for Addiction and Mental Health publishes an *Alcohol, Drugs, Parties and Teenagers: Good Times, Bad Times – Practical Advice* booklet. This publication contains information on the consequences of unsafe parties and evaluates current prevention strategies, making several useful recommendations. Specifically, the report states that teenage parties are here to stay and that, so far, no single prevention strategy has adequately addressed the problem of making teenage parties safer. The report discusses this statement in more detail. It is available at: http://www.frcentre.net/communities/Renfrew/Al_Drugs_Teens_Practical_Advice.pdf

- Safegrad is a Canadian site that provides advice and information to help students plan safe parties. It is available at: http://www.safegrad.com/home.html

- P.A.R.T.Y. (Prevent Alcohol and Risk-Related Trauma in Youth) is a confronting website aimed at encouraging young people to make smart choices. Visitors can take a virtual tour of Canada’s first and largest trauma centre. There are also testimonials from people who have made “bad choices” or who have had someone make a bad choice for them and the consequences of those choices. It is available at: http://www.partyprogram.com/

- Virtual Party is an interactive website where participants make choices for various party-goers and see the consequences of those actions. It is available at: http://www.virtual-party.org/


- Several other organisations publish similar resources such as a guide called *Have a Ball, Baby!* produced by the Mothers Against Drink Driving group. It is available at: http://www.madd.org/madd_programs/0,1056,4841,00.html

- The Ontario Ministry of Health has produced a simple, fun and informative booklet called *Party Safe, Party Smart!* which is aimed at young people. The booklet contains tips, advice, legal information, and even recipes. It is available at: http://www.frcentre.net/communities/Muskoka/PartySafe_PartySmartBooklet_2004.pdf.

The United States

- The USA Department of Justice has published a guide which discusses the role of enforcement and community agencies in preventing underage drinking parties and safely dispersing them when they do occur. *A Practical Guide to Preventing and Dispersing Underage Drinking Parties* contains useful information on legislation and programs used throughout the USA in controlling youth parties. It is available at: http://www.udete.org/documents/UnderageDrinking.pdf

- The Underage Drinking Enforcement Training Centre provides science-based, practical training and technical assistance services to American states and communities working to combat underage drinking through law enforcement and environmental strategies. Several of their programs deal with safe parties. It is available at: http://www.udetc.org/

- The Centre for Problem-Orientated Policing website (http://www.popcenter.org/) has sections on underage drinking and how to assess the problem locally, research and possible responses to underage drinking, rave parties, and a summary page.

- Safe Homes Safe Parties is a Florida-based initiative developed to ensure that drugs, alcohol and cigarettes are not permitted at youth parties. Other states have similar programs. It is available at: http://informedfamilies.org/safehomesafeparties.htm

New Zealand

- New Zealand’s *Alcohol and Liquor Advisory Council (ALAC)* (http://www.alac.org.nz/) has produced guidelines called *Planning Parties* to assist adults to work alongside young people to
ensure after-ball parties are fun, safe and within the law. The ALAC also has a range of research publications about young people and alcohol use. It is available at: http://www.alac.org.nz/InpowerFiles/Publications/CategorisedDocument.Document1.1075.5a3d7554-7a2b-4046-9a76-f3892b14fa8f.pdf

Links to Further Reading


CONCLUSION

At the request of the Honourable Judy Spence MP, Minister for Police and Corrective Services, between May and October 2005 the SYP Taskforce investigated issues associated with out-of-control youth parties in Queensland in response to increasing media attention and community concern. The SYP Taskforce identified a range of factors that contribute to parties getting out-of-control:

- underage alcohol consumption and drunkenness;
- uninvited guests (‘gatecrashing’), especially resulting from violent behaviour in response to attempts to eject gatecrashers from the party;
- youth boredom;
- lack of parental responsibility and supervision at parties; and
- impact of communication technology, such as SMS.

When these out-of-control parties occur, negative consequences can occur, most notably street disturbances and/or noise complaints. However, other unintended consequences such as physical and sexual assaults, property damage, as well as unplanned and/or unsafe sex can result to a lesser degree.

The QPS has a range of legislative powers to deal with events, including move on powers, power to seize and destroy alcohol, trespass and invasion of privacy powers.

The QPS, as in many other jurisdictions, has also introduced a Party Safe initiative that provides parents and party hosts with ideas on hosting a safe party. It also provides the opportunity to register the party with the police so that police can proactively assist in keeping the party safe.

However, it is the SYP Taskforce’s opinion that these powers are not enough to ensure that out-of-control parties are able to be responded to fully and more effectively. Consequently, the SYP Taskforce has made 14 recommendations that it considers will reduce the adverse impacts of youth parties and gatherings on young people and also will improve community safety and amenity.
APPENDICES

Appendix One
Safe Youth Parties Taskforce – Project Plan

Appendix Two
Safe Youth Parties Taskforce – Record of Consultation Activities

Appendix Three
Queensland Police Service Data – Summary of Phase One Results

Appendix Four
Safe Youth Parties Survey

Appendix Five
Safe Youth Parties Taskforce – Discussion Paper

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Safe Youth Parties Taskforce - Project Plan
(8 June 2005)

Overview

The Safe Youth Parties Taskforce has been appointed to examine the nature and extent of disruptive youth parties and how their effects on community safety and amenity may best be addressed.

The Taskforce will be chaired by Julie Attwood MP, Member for Mt. Ommaney and will be assisted by:

- Peta-Kaye Croft MP, Member for Broadwater;
- John English MP, Member for Redlands;
- Paul Hoolihan MP, Member for Keppel;
- Carolyn Male MP, Member for Glass House;
- Barbara Stone MP, Member for Springwood; and
- Christine Smith MP, Member for Burleigh.

Secretariat and research support will be provided by Criminal Justice Research of the Department of the Premier and Cabinet, and the Queensland Police Service.

Objectives

The Taskforce will make recommendations to the Premier and the Minister for Police and Corrective Services that have the greatest potential to:

- minimise violence and disruption to neighbourhoods as a result of disruptive youth parties;
- reduce community anxiety over disruptive youth parties;
- prevent or deter young people from being involved in such parties or gatherings; and/or
- reduce the adverse impacts that such parties and gatherings have on young people.

Aims

The aims of the Taskforce are to:

- determine the causes of, and extent to which, youth parties and gatherings in Queensland, either in private homes or in public spaces (such as beaches and parks), disrupt community peace and impact on the safety of young people and the community;
- examine the activities arising from youth parties and gatherings which may be either disruptive (e.g. extreme noise levels, physical overflow of guests to neighbours or the streets), damaging (e.g. graffiti, rubbish, destruction of property) or dangerous (e.g. drug and alcohol abuse, physical and sexual assaults, car accidents, confrontations with police) to young people and the community;
- examine existing practices and the available evidence for both proactive and reactive strategies that are most likely to reduce the adverse impacts of youth parties and gatherings; and
- make recommendations on ways to reduce the adverse impacts of youth parties and gatherings on young people and improve community safety and amenity.
Output

The Taskforce will complete a report and provide it to the Premier and the Minister for Police and Corrective Services by 30 March 2006 for their consideration. Given the involvement of the public and the media attention to the topic – the release of a public report should also be considered, along with an appropriate communications strategy.

Research Methodology and Resources

In order to assess the nature and extent of the problem a number of activities will be required. These include:

- a literature review;
- the collection and collation of relevant police data;
- consultations with members of the public, council representatives, police and interested parents;
- surveys and focus groups with youths; and
- a call for public submissions.

Phase One: Data collection

Literature review

A literature review will be required to examine local and international research, media coverage and inter-jurisdictional efforts to address this topic.

Police information

1. Police data will be examined to determine:
   - the number of incidents where police have been called to address large gatherings of young people between November 2004 and January 2005 and possibly between August and October 2005;
   - where these incidents occurred;
   - the types of celebrations involved;
   - reasons for the calls/complaints to police - e.g. noise, public safety, property damage;
   - any evidence of damage, assaults, injuries etc.;
   - the nature of any police charges arising from the calls for service.

2. Focus groups with police officers who have attended calls for service to youth parties will be conducted to gather anecdotal information about the nature and extent of youth parties which have required their attendance.

Information from the public

1. Consultations will be held with council representatives and community members.

2. Written public submissions will be sought. A discussion paper outlining the aims of the review and listing the issues requiring input will be developed to enhance the relevance and standard of the public submissions.

Information from youths
1. A brief survey of school/University and/or TAFE students will be conducted to elicit the views of the youth about the extent of the problem; the nature of the problems arising at youth parties; why such parties are becoming more problematic; their views about potential solutions.

2. Focus groups will be conducted with youths in the affected areas (e.g. Wynnum, Burleigh etc) to elicit information about the actual events.

Phase Two: Analysis

Information collected from the literature review, the police data, the public submissions and the focus groups/surveys will be collated and analysed to identify the most salient facts about this issue.

Phase Three: Report writing/development of recommendations

Phase three will involve the development of a range of recommendations for an holistic strategy to both prevent and respond to problematic youth parties. This phase will also require the collation of all relevant material, including the recommendations, into a concise report.
## Appendix Two

### Safe Youth Parties Taskforce – Record of Consultation Activities

<table>
<thead>
<tr>
<th>DETAILS</th>
<th>PURPOSE</th>
<th>DATE/S</th>
<th>PARTICIPANT/S</th>
</tr>
</thead>
<tbody>
<tr>
<td>Public submissions – release of discussion paper</td>
<td>Discussion paper released seeking submissions from the public on the issues surrounding disruptive youth parties and gatherings and how best to address these issues.</td>
<td>10/06/05 - 30/09/05</td>
<td>CJR.</td>
</tr>
<tr>
<td>Cairns police</td>
<td>Discuss the issues surrounding disruptive youth parties in Queensland.</td>
<td>15/06/05</td>
<td>Barbara Stone MP.</td>
</tr>
<tr>
<td>Online consultation</td>
<td>Online consultation conducted on ConsultQld website. Discussion paper posted on website.</td>
<td>01/07/05 - 30/09/05</td>
<td>CJR and DoC.</td>
</tr>
<tr>
<td>Advertising for public submissions</td>
<td>Newspaper advertising conducted as part of communications strategy for online consultation and public submission process.</td>
<td>09/07/05</td>
<td>Minister’s Office, in liaison with Office of the Minister for Communities, Disability Services and Seniors.</td>
</tr>
<tr>
<td>Victorian police</td>
<td>Attended the Victoria trip, which included briefings from Victorian Police about their Party Safe initiative and their general school-based and youth policing initiatives.</td>
<td>28/07/05</td>
<td>Julie Attwood MP, John English MP, Carolyn Male MP, Barbara Stone MP and Christine Smith MP.</td>
</tr>
<tr>
<td>YTalk Redlands Youth Forum</td>
<td>Discuss the issues surrounding disruptive youth parties in Queensland.</td>
<td>02/08/05</td>
<td>John English MP.</td>
</tr>
<tr>
<td>Integrated Family &amp; Youth Service, Maroochydore</td>
<td>Discuss the issues surrounding disruptive youth parties in Queensland.</td>
<td>03/08/05</td>
<td>CJR.</td>
</tr>
<tr>
<td>Maroochy Youth Council</td>
<td>Consultation with school students from Springwood SIS and John Paul College.</td>
<td>03/08/05</td>
<td>Barbara Stone MP.</td>
</tr>
<tr>
<td>High School focus group</td>
<td>Discuss the issues surrounding disruptive youth parties in Queensland.</td>
<td>03/08/05</td>
<td>CJR.</td>
</tr>
<tr>
<td>Maroochydore police</td>
<td>Discuss the issues surrounding disruptive youth parties in Queensland.</td>
<td>03/08/05</td>
<td>CJR.</td>
</tr>
<tr>
<td>Palm Beach police</td>
<td>Discuss issues surrounding Liquor SETONS.</td>
<td>03/08/05</td>
<td>CJR.</td>
</tr>
<tr>
<td>QPS Senior Executive Committee</td>
<td>Give presentation to the Committee comprised of Assistant Commissioners and request submission. Prepare PowerPoint presentation.</td>
<td>12/08/05</td>
<td>Julie Attwood MP.</td>
</tr>
<tr>
<td>Youth Survey</td>
<td>Survey to be conducted through schools and online to obtain views of young people regarding the issues surrounding disruptive youth parties and gatherings. Analysis of survey.</td>
<td>17/08/05</td>
<td>CJR, OESR and DoC.</td>
</tr>
<tr>
<td>Youth survey available through link on the Generate website.</td>
<td>03/10/05</td>
<td>OESR.</td>
<td></td>
</tr>
<tr>
<td>Redlands</td>
<td>Public meeting with stakeholders and the community to discuss the issues surrounding disruptive youth parties in Queensland.</td>
<td>18/08/05</td>
<td>John English MP, CJR and QPS.</td>
</tr>
<tr>
<td>DETAILS</td>
<td>PURPOSE</td>
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<td>PARTICIPANT/S</td>
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</tr>
<tr>
<td>Regional Management Coordination Network Meeting (Greater Brisbane)</td>
<td>Attend Annual General Meeting to raise this issue as a topic for discussion.</td>
<td>31/08/05</td>
<td>Julie Attwood MP.</td>
</tr>
<tr>
<td>Public stakeholder meeting (Gold Coast nth)</td>
<td>Public meeting with stakeholders and the community to discuss the issues surrounding disruptive youth parties in Queensland.</td>
<td>06/09/05</td>
<td>Julie Attwood MP, Peta-Kaye Craft MP, Christine Smith MP and CJR.</td>
</tr>
<tr>
<td>Public stakeholder meeting (Gold Coast nth)</td>
<td>Public meeting with stakeholders and the community to discuss the issues surrounding disruptive youth parties in Queensland.</td>
<td>07/09/05</td>
<td>Julie Attwood MP, Peta-Kaye Craft MP, Christine Smith MP, CJR and QPS.</td>
</tr>
<tr>
<td>Public stakeholder meeting (Rockhampton)</td>
<td>Public meeting with stakeholders and the community to discuss the issues surrounding disruptive youth parties in Queensland.</td>
<td>02/10/05</td>
<td>Julie Attwood MP, Paul Hoolihan MP, Barbara Stone MP and CJR.</td>
</tr>
<tr>
<td>Rockhampton police</td>
<td>Discuss the issues surrounding disruptive youth parties in Queensland.</td>
<td>02/10/05</td>
<td>Julie Attwood MP.</td>
</tr>
<tr>
<td>Slacks Creek Neighbourhood Watch</td>
<td>Guest speaker at meeting to discuss the Taskforce.</td>
<td>11/10/05</td>
<td>Barbara Stone MP.</td>
</tr>
<tr>
<td>Public stakeholder meeting (Kawana Waters)</td>
<td>Public meeting with stakeholders and the community to discuss the issues surrounding disruptive youth parties in Queensland.</td>
<td>11/10/05</td>
<td>Julie Attwood MP, Barbara Stone MP, CJR, and QPS.</td>
</tr>
<tr>
<td>Public stakeholder meeting (Warwick)</td>
<td>Public meeting with stakeholders and the community to discuss the issues surrounding disruptive youth parties in Queensland.</td>
<td>12/10/05</td>
<td>Julie Attwood MP, Barbara Stone MP, CJR, and QPS.</td>
</tr>
<tr>
<td>Regional Management Coordination Network Meeting (Gold Coast)</td>
<td>Attend meeting in Yatala to note any discussion about this issue.</td>
<td>17/10/05</td>
<td>CJR.</td>
</tr>
<tr>
<td>High School focus group</td>
<td>Corinda State High School.</td>
<td>20/10/05</td>
<td>Julie Attwood MP.</td>
</tr>
<tr>
<td>High School focus group</td>
<td>Centenary State High School.</td>
<td>24/10/05</td>
<td>Julie Attwood MP.</td>
</tr>
<tr>
<td>Government agency consultation</td>
<td>Discuss current legislation and impact on issues surrounding out-of-control parties. Agency representatives:</td>
<td>28/10/05</td>
<td>All Taskforce members, Minister’s Office, CJR and QPS.</td>
</tr>
<tr>
<td></td>
<td>• Department of the Premier and Cabinet (Policy Division);</td>
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<td>• Department of Justice and Attorney-General (SPER);</td>
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<td>• Department of Communities (Office for Youth, Legal Services Unit);</td>
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<td></td>
<td>• Department of Tourism, Fair Trading and Wine Industry Development (Liquor Licensing Division, Office of Fair Trading); and</td>
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<td></td>
<td>• Queensland Police Service.</td>
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<tr>
<td>QPS Operational Performance Review</td>
<td>Presentation on the Safe Youth Parties Taskforce and address questions that arise.</td>
<td>23/11/05</td>
<td>Insp. Keith McDonald and CJR.</td>
</tr>
<tr>
<td>DETAILS</td>
<td>PURPOSE</td>
<td>DATE/S</td>
<td>PARTICIPANT/S</td>
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</tr>
<tr>
<td>Consultation with constituents</td>
<td>Consultations with community members about out-of-control youth parties to obtain and examine their views which will inform the final report and recommendations.</td>
<td>Ongoing</td>
<td>All Taskforce MPs.</td>
</tr>
<tr>
<td>High School focus group</td>
<td>Grade 12 students at Springwood SHS, John Paul College, Shailer Park SHS, Calvary Christian College - provided information on the Taskforce and how to participate in the survey.</td>
<td>Various</td>
<td>Barbara Stone MP.</td>
</tr>
</tbody>
</table>
Appendix Three

Queensland Police Service Data – Phase One Results

Summary of Phase One Results
This section outlines the key findings from phase one of the research, which examined QPS data between 1 November 2004 and 31 January 2005.

Prevalence of Youth Parties
A total of 160,311 calls for service were received by the QPS in the Brisbane, Cairns, Gold Coast, Logan, Warwick, Townsville and Ipswich districts in the period. Of these calls, only 0.9 per cent (n=1,409) were related to youth gatherings, and even fewer (0.3%, n=508) were related to youth parties (Figure A3.1). While these figures may be understated, they indicate that youth parties constitute a very minor proportion of police calls for service, and that the actual extent of out-of-control parties does not mirror that implied by the media.

Figure A3.1. Calls for service by type in selected police districts, 1 November 2004 to 31 January 2005 (QPS data)

Figure A3.2. Percentage of calls for service relating to youth parties in selected police districts, as a proportion of total calls for service

(Base: Total calls for service, n=160,311. Selected police districts: Brisbane, Cairns, Gold Coast, Logan, Sunshine Coast, Townsville, Ipswich, Rockhampton and Warwick.)
Gatecrashed Youth Parties

Figure A3.3. Location where "gatecrashed" youth parties are held

Note: Because of small numbers of gatecrashed parties, Cairns (n=2) and Warwick (n=1) were excluded from this analysis.

Figure A3.4. Number of youths gatecrashing parties

(Base: Identified numbers of youths, n=53)

Figure A3.5. Person who called police to attend gatecrashed parties

(Base: Identified informants, n=79)
Figure A3.6. Reason for notifying police for a gatecrashed party

(Base: Identified reasons, n=169)

Youth Parties that were not “gatecrashed”

Figure A3.7. Location where youth parties are held

(Base: Youth parties, n=399)
Figure A3.8. Number of youths attending youth parties

![Bar chart showing the number of youths attending youth parties.]

(Base: Identified numbers, n=83)

Figure A3.9. Person who notified police to attend non-gatecrashed party

![Bar chart showing the person who notified police.]

(Base: Identified informants, n=178)

Figure A3.10. Reason for notifying police of a non-gatecrashed party

![Bar chart showing the reasons for notifying police.]

(Base: Identified reasons, n=321)
Appendix Four

Safe Youth Parties Survey
(17 August 2005)

Recently, there has been considerable media attention about youth parties that get out-of-control, sometimes with serious consequences for young people at the party, neighbours and other community members. The Queensland Government has established a taskforce to find out more about these parties, and to generate ways to help ensure the safety of young people and other community members.

We are particularly keen to hear the views and experiences of young people and encourage you to provide us with your opinions. The following survey will only take about 15 minutes.

Your participation is voluntary and if you choose not to participate in this survey, that is ok. If you decide to take part, you can stop at any time without giving a reason. Just quit the application and do not submit the form. However, we believe that it is important to understand your views and we would like to incorporate your ideas into any solutions that are developed by the taskforce.

We will not be asking any questions that will allow us to identify who you are. None of the information will be provided to anyone other than the research team who will collect all the responses and report on the group as a whole, although individual quotes may be used. Your individual responses will not be identified in any way.

Instruction for the survey:
Details requested denoted by an asterisk (*) must be provided. Once you have completed the survey, please select the "Submit" button at the foot of the survey.

Checkboxes define questions for which you can select multiple responses, as seen here.

- Multiple selections allowed
- Select Several

Radio buttons define questions for which you can only select ONE response, as displayed here.

- One response only
- Only one

Authorisation:
I have read and understood all the information provided above.

(Please click the I ACCEPT button to complete the survey, or I DO NOT ACCEPT if you do not wish to complete the survey.)

I ACCEPT

I DO NOT ACCEPT
Safe Youth Parties Taskforce

Section A About you

We do not need to know your name or any other identifying information about you. However, the following information will help us understand your responses. Please complete each question below.

Q1. Please indicate your sex:
   - Male □
   - Female □

Q2. Please indicate your Age:
   --- yrs       --- months

Q3. Please indicate the suburb or town where you live: ____________

Q4. What is your current main educational status? (Select one only)
   - School student Which school? ______________ Year level? ____________
   - TAFE student Which campus? ______________
   - University student Which university? ______________
   - Other (Please describe) ______________

Q5. What is your current main employment status? (Select one only)
   - Full-time work
   - Part-time work
   - Casual work
   - Not currently working and seeking work
   - Not currently working and not seeking work

Q6. Do you live with your parent/s or guardians?
   - Yes □
   - No □

Section B Party attendance in the last 12 months

This section asks you about the parties you have attended in the past 12 months. By ‘party’ we mean:

- A public or private gathering of young people aged approximately 15 to 24 years old
- It could be just a few friends or it could be a larger group
- After school formal parties
- It could be something that is organised like an 18th birthday party, or it could just be organised on the spur of the moment

We don’t mean:

- A big organised event like Schoolies or Big Day Out
- Going to a pub/club for a few drinks or to see a live band
Please select the most appropriate option from the scale of responses provided.

Q7. Thinking back over the past 12 months, approximately how often have you gone to parties/gatherings with friends or acquaintances?

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<th>3</th>
<th>4</th>
<th>5</th>
<th>6</th>
</tr>
</thead>
<tbody>
<tr>
<td>Never</td>
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<td>Occasionally</td>
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<tr>
<td>Monthly</td>
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<td>More than once a week</td>
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*(NOTE: IF RESPONSE TO Q7 = 1, SKIP TO Q11)*

Q8. Thinking about the parties you have been to in the past 12 months, what proportion of parties were held...

Q8a in a private house

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Q8b at a public space (e.g. beach, park)

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Q8c in a public venue (e.g. pub, club, reception hall etc)

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</table>

Q9. How many of the parties that you attended in the last 12 months were supervised by parents/other adults?

Q9a In a private house

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<td>Some</td>
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<td>About half</td>
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Q9b At a public space (e.g. beach, park)

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Q9c In a public venue (e.g. pub, club, reception hall etc)

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</table>

Q10. Thinking about the parties you have attended during the last 12 months, how often did the following happen? You may or may not have personally been involved with these things, but other people at the party may have.

Please select the most appropriate response from the scale of options provided.

*Remember that we guarantee your privacy and that your school, parents, police, or anyone else will NOT have access to your responses.*

Q10a Excessive alcohol consumption (e.g., people getting blind drunk)

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<tr>
<td>Never</td>
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<tr>
<td>Rarely</td>
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<tr>
<td>Sometimes</td>
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<tr>
<td>Most of the time</td>
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<tr>
<td>All the time</td>
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<td>Don't know</td>
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Q10b Drug use (e.g., smoking marijuana, taking speed or ecstasy)

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<td>Rarely</td>
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<td>Sometimes</td>
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<tr>
<td>Most of the time</td>
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<tr>
<td>All the time</td>
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<td>Don't know</td>
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</tbody>
</table>

Q10c Intentional property damage (either at party scene or in the immediate vicinity)
<table>
<thead>
<tr>
<th>Q10d</th>
<th>Excessive noise (e.g., neighbours complained)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Never</td>
<td>2 Rarely</td>
</tr>
<tr>
<td>Q10e</td>
<td>Physical assault of party goers (e.g., there was a fight, pushing, shoving)</td>
</tr>
<tr>
<td>1 Never</td>
<td>2 Rarely</td>
</tr>
<tr>
<td>Q10f</td>
<td>Physical assault of parents, neighbours or police</td>
</tr>
<tr>
<td>1 Never</td>
<td>2 Rarely</td>
</tr>
<tr>
<td>Q10g</td>
<td>Sexual assault of someone at the party (e.g., unwanted sexual contact)</td>
</tr>
<tr>
<td>1 Never</td>
<td>2 Rarely</td>
</tr>
<tr>
<td>Q10h</td>
<td>Arrival of gatecrashers or unwanted guests</td>
</tr>
<tr>
<td>1 Never</td>
<td>2 Rarely</td>
</tr>
<tr>
<td>Q10i</td>
<td>Traffic accidents or injuries during or after the party</td>
</tr>
<tr>
<td>1 Never</td>
<td>2 Rarely</td>
</tr>
</tbody>
</table>

Q11. **How do you usually find out about a party? Select one option only.**

- Word of mouth (e.g., told personally about party by friends, workmates)
- Email
- Formal invitation
- Text message
- Internet
- Other (please specify: ______________________)

Q12. **What other ways do you find out about a party? Select as many options as apply.**

- Word of mouth (e.g., told personally about party by friends, workmates)
- Email
- Formal invitation
- Text message
- Internet
- No other ways
- Other (please specify: ______________________)
Q13. How do you usually get to a party? Select one option only.
- Walk
- Public transport (e.g., bus, train)
- Your car
- Friend's car
- Parents drive you
- Taxi
- Other (please specify: _____________)

Q14. What other ways do you get to a party? Select as many options as apply.
- Walk
- Public transport (e.g., bus, train)
- Your car
- Friend's car
- Parents drive you
- Taxi
- No other ways
- Other (please specify: _____________)

Q15. How do you usually get home after a party? Select one option only.
- Walk
- Public transport (e.g., bus, train)
- Your car
- Friend's car
- Parents drive you
- Taxi
- Don't go home (stay at the place where the party was held)
- Other (please specify: _______________)

Q16. What other ways do you get home from a party? Select as many options as apply.
- Walk
- Public transport
- Your car
- Friend's car
- Parents drive you
- Taxi
- Don't go home (stay at the place where the party was held)
- No other ways
- Other (please specify: _______________)

Q17. Have you ever gatecrashed a party, or gone to a party uninvited? Select one option only.
- Yes
- No

Q18. What do you think is the main reason parties get out-of-control? Select one option only.
- Too many people
- Gatecrashers, uninvited people
- No adult supervision
- Alcohol
- Drugs
- 'Gang' rivalries
- Other (please specify: _______________)

Q19. What other reasons do you think contribute to parties getting out-of-control? Select as many options as apply.
- Too many people
- Gatecrashers, uninvited people
- No adult supervision
- Alcohol
- Drugs
Safe Youth Parties Taskforce

Section C Involvement of the police

This section asks about your experience at parties where police have been called to deal with a situation.

Please select the most appropriate response from the scale of options provided.

Q20. Thinking about all of the parties you attended in the past 12 months, how often were police called to resolve a situation?

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</tr>
</thead>
<tbody>
<tr>
<td><strong>Never</strong></td>
<td><strong>Once</strong></td>
<td><strong>A few times</strong></td>
<td><strong>About half the time</strong></td>
<td><strong>Most of the time</strong></td>
<td><strong>All the time</strong></td>
</tr>
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</table>

If response to Q20 = never, skip to Q23

Q21. Of the parties that you attended in the last 12 months that required the attendance of the police, approximately what proportion of these parties were located in:

Q21a in a private house

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</thead>
<tbody>
<tr>
<td><strong>None</strong></td>
<td><strong>Some</strong></td>
<td><strong>About half</strong></td>
<td><strong>Most</strong></td>
<td><strong>All</strong></td>
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Q21b at a public space (e.g., a beach, public park)

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<tbody>
<tr>
<td><strong>None</strong></td>
<td><strong>Some</strong></td>
<td><strong>About half</strong></td>
<td><strong>Most</strong></td>
<td><strong>All</strong></td>
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Q21c in a public venue (e.g., a pub, club, reception hall etc)

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<tr>
<td><strong>None</strong></td>
<td><strong>Some</strong></td>
<td><strong>About half</strong></td>
<td><strong>Most</strong></td>
<td><strong>All</strong></td>
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</table>

Q22. Of the parties that you attended in the last 12 months that required the attendance of the police, who generally called the police?

--- Parents at the party
--- Young people at the party
--- Neighbours or others not at the party
--- Don't know
--- Other (please specify: ________________________)

Section D General questions

Q23. Do you think there is a serious problem with parties that are getting out-of-control?

--- Yes, it is becoming an increasing problem
--- Occasionally there are parties that get out-of-control, but it is not a serious problem
--- No, problem parties are rare
--- I don't know
Q24. Do concerns that a party will be gatecrashed or become out-of-control make you reluctant to host a party?

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<tbody>
<tr>
<td>Not at all</td>
<td>Sometimes</td>
<td>Most of the time</td>
<td>Yes, definitely</td>
<td>Don't know</td>
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</table>

Q25. Do concerns that a party will be gatecrashed or become out-of-control make you reluctant to attend parties?

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<tbody>
<tr>
<td>Not at all</td>
<td>Sometimes</td>
<td>Most of the time</td>
<td>Yes, definitely</td>
<td>Don't know</td>
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</table>

Q26. Given the current level of concern about youth parties and the impact that some parties seem to have on local communities, what thoughts do you have about how these problems may be overcome? Things to consider may include:

- Youth behaviour
- The influence of drugs/alcohol
- Parental responsibility and supervision
- Police response
- Neighbours/community reaction
- Educational material and community awareness
- Legislation/Law change
- Effective party management

Q27. Have we missed something important? Please feel free to provide us with any other relevant information about youth parties here.
Thank you for your participation in this survey. The information you have provided to us will be very helpful.

The responses you provided will be kept strictly confidential. They are protected by the Queensland Government’s Statistical Returns Act, which means that harsh penalties apply under Queensland law for anyone who releases your responses in a way that would identify you.

It is unlikely that participating in this survey upset you. However, if you feel the need to talk to someone we recommend the following:

- Kids Help Line – phone: 1800 551 800
- Your local Doctor

If you wish to receive a summary of the taskforce’s final report, you can provide your contact details by emailing: police@ministerial.qld.gov.au

If you have any questions or comments about this survey please contact the research officers who are assisting the taskforce: Loretta Carr (07 3227 8503) or loretta.carr@premiers.qld.gov.au

Find out more about:

- **Hosting safe parties**

*Safe Youth Parties Taskforce: Discussion Paper*

*The Office of the Government Statistician*
The Safe Youth Parties Taskforce is calling for submissions from key stakeholders and members of the public to provide comments on the issues surrounding youth parties and gatherings in Queensland. All submissions must reach the Taskforce by Friday 12 August 2005.

**Background**

In May 2005, the Minister for Police and Corrective Services, the Honourable Judy Spence MP established a seven-member Safe Youth Parties Taskforce to examine the nature and extent of disruptive youth parties and how their effects on community safety and amenity may best be addressed. The Taskforce will not be examining large organised events, such as the annual Schoolies celebrations. Instead, the Taskforce will concentrate on private parties or gatherings involving young people that escalate and disrupt community peace and impact on the safety of young people and the community.

The Taskforce is chaired by the Member for Mount Ommaney, Julie Attwood MP, and supported by Criminal Justice Research in the Department of the Premier and Cabinet and the Queensland Police Service (QPS).

**Aims of the Taskforce**

The Taskforce will:

- determine the causes of, and extent to which, youth parties and gatherings in Queensland, either in private homes or in public spaces (such as beaches and parks), disrupt community peace and impact on the safety of young people and the community;
- examine the activities arising from youth parties and gatherings which may be either disruptive, damaging or dangerous to young people and the community;
- examine existing practices and the available evidence for both proactive and reactive strategies that are most likely to reduce the adverse impacts of youth parties and gatherings; and
- make recommendations on ways to reduce the adverse impacts of youth parties and gatherings on young people and improve community safety and amenity.

A report will be prepared by 30 March 2006 for consideration by the Minister for Police and Corrective Services and the Premier.

**The nature and extent of youth parties**

Hosting a party has long been acceptable to the community as a way of celebrating an event, such as a milestone birthday, for both young and old. For some young people, parties can also be a chance to get together with friends.

Most parties are held without incident and without intervention from the police. However, some youth parties get out of hand, possibly from alcohol or drug-fuelled behaviour or with the arrival of gatecrashers. Now, through new technology such as mobile phones and chat rooms on the Internet, there is capacity to send information about parties rapidly to wide-spread audiences, often resulting in the arrival of large numbers of unwelcomed guests.

To most of us, for the duration of the party it is reasonable to expect higher noise levels and increased traffic in the neighbourhood when a neighbour is hosting a party. However, when party activities escalate to a point where the peace and safety of the community and young people is...
compromised, the community is less likely to accept disruption, such as massive overflows of guests onto properties or public areas such as parks and streets, property damage, graffiti, littering and physical and verbal abuse.

The media has highlighted some extreme examples of disruptive youth parties in Queensland over recent months (such as those at Ashmore [February], Rockhampton [April] and Burleigh Heads [May]). To supplement these reports the Taskforce, in conjunction with the QPS, will examine the nature and extent of parties and gatherings involving young people which have required police attendance in recent times around the state. Your experiences of, and views about, youth parties and gatherings will also help to inform the Taskforce.

**Police powers and resources**

Police powers to respond to unlawful behaviour arising from parties are covered under the Queensland Police Powers and Responsibilities Act 2000. If responding to a noise complaint, the police can ask for the music to be turned down and confiscate items contributing to the noise if another noise complaint is received within 12 hours. If a party is shut down and large numbers of people are leaving at the same time, the police have a duty to take all reasonable action to avoid a breach of peace. Police also have the right to charge a person who commits a public nuisance offence (behaving in a manner that is disorderly, offensive, violent or threatening) under the Summary Offences Act 2005, or an assault or wilful damage offence under the Police Powers and Responsibilities Act 2000 or the Criminal Code Act 1899. The QPS has also implemented Party Safe, which encourages residents to register their party in advance with the police. Police in some locations then provide patrols to monitor the party and address incidents that may arise. Party Safe provides the party host with a range of suggestions for holding a party safely and legally. For example, reducing the effect of alcohol may be achieved by banning or restricting BYO alcohol, ensuring food is served throughout the course of the party and providing a wide variety of non-alcoholic drinks. Maintaining guest safety and reducing the likelihood of gatecrashers arriving may be addressed by establishing a clear start and finish time for the party, hiring private security guards to monitor entry to the premises and encouraging parents to collect their children at the end of the party. Party Safe also encourages neighbourhood cooperation by advising party hosts to let their neighbours know about the party in advance and to keep noise to a minimum.

**Current drinking laws**

In Queensland, it is an offence under the Liquor Act 1992 for any person to drink in a public place (including roads and parks, unless the area is designated a council ‘wet’ area or is covered by a liquor licence or permit) and for any person to be drunk in a public place, including roads and parks. It is also an offence for a person to sell or supply liquor to a minor, with heavy penalties imposed on those who breach the laws. For example, Section 155A of the Liquor Act 1992 prohibits the sale of liquor to minors and sections 156 and 157 prohibit a person (including the minor's parents) from supplying or allowing liquor to be supplied and consumed by a minor on licensed premises, on the street adjacent to a licensed premise or in a public place. Additionally, the Liquor Act 1992 prohibits the presence of minors on licensed premises, unless they are working or residing on the premises.

**Making a submission**

The Taskforce is interested in hearing your views about the nature and extent of youth parties, how to prevent parties from getting out-of-control in the first place and how to respond to them when

---

2 Laws and offences are provided as a guide only. For more detailed information, please consult the relevant legislation.

3 Offences are provided as a guide only. For detailed information on offences involving liquor, please consult the Liquor Act 1992.
they do. The questions below can be used as a guide, in addition to any other information you deem relevant.

» In your opinion, are more youth parties becoming disruptive or out-of-control in Queensland?

» Have you been affected by, or do you have knowledge of, a youth party that got out-of-control? If so, what were the impacts and/or damage as a result of this party getting out-of-control?

» What do you think are the causes of youth parties becoming disruptive or out-of-control?

» Are new technologies, such as SMS, email and the Internet having an impact on youth parties getting out-of-control? If so, what are your ideas to counter this?

» What are your ideas about how youth parties and gatherings can be addressed in regards to:
  • prevention
  • control
  • management and
  • promotion of safe parties?

» Can you suggest any new programs, resources or variations of existing programs that may assist with the above?

» Should youth gatherings and parties be regulated? If so, how should we do this and who should have this responsibility?

» What are your ideas on how to manage parties and gatherings held by young people to avoid them getting out-of-control or becoming disruptive?

» What role and responsibility do you think parents and the community should have in regards to youth parties and gatherings?

» If you have been involved in a youth party that was managed well, can you describe what it was that worked well?

» Do you believe current laws and police powers are adequate to deal with out-of-control youth parties and gatherings? If not, what changes would you suggest?

How to make a submission to the Taskforce
You can choose to make a submission about youth parties to the Taskforce using the following methods:

» By post
  Written submissions should be sent to:
  The Chair (Julie Attwood MP)
  Safe Youth Parties Taskforce
  C/- The Office of the Minister for Police and Corrective Services
  PO Box 15195
  CITY EAST Q 4002

» By email
  Written submissions can be emailed to:
  Julie Attwood MP
  Email: police@ministerial.qld.gov.au
♦ **Online**

From 1 July 2005 you can complete a submission online at: www.getinvolved.qld.gov.au/consultqld/.

**How to get more information**

If you require more information about the project or wish to discuss your submission, please contact:

Julie Atwood MP
Email: police@ministerial.qld.gov.au
Telephone: (07) 3279 5137
## Appendix Six

### Media Audit

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<td>Sunshine Coast Daily</td>
<td>09/08/05</td>
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<td>Teen trio face court over stabbing</td>
<td>Sunshine Coast Daily</td>
<td>26/09/05</td>
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<td>Gatecrasher gets nine-months jail</td>
<td>Morning Bulletin Rockhampton</td>
<td>27/09/05</td>
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<td>Gatecrasher accused in court after stabbing</td>
<td>Courier Mail Brisbane</td>
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<td>Underage party rage: teen feared for bashed brother’s life</td>
<td>Cairns Post</td>
<td>17/10/05</td>
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<td>Gatecrash victims undergo surgery</td>
<td>Cairns Post</td>
<td>18/10/05</td>
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<td>Slow response (letter from resident)</td>
<td>North West Star</td>
<td>09/06/05</td>
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<td>More vigilance on teen parties (letter from resident)</td>
<td>Cairns Post</td>
<td>29/06/05</td>
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<td>Youths out-of-control: seniors ‘prisoners in their own homes’</td>
<td>Cairns Post</td>
<td>27/10/05</td>
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<td>War zone after dark: businesses forced to hire security guards</td>
<td>Sunshine Coast Sunday</td>
<td>30/10/05</td>
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<td>Revellers go on the rampage: damage stretched along road</td>
<td>Daily Mercury (Mackay)</td>
<td>31/10/05</td>
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<td><strong>Impacts – arrests</strong></td>
<td>Curfew BId – kids to be banned after 11pm</td>
<td>Gold Coast Sun</td>
<td>08/06/05</td>
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<td><strong>Youth curfew</strong></td>
<td>Councils call for teen curfew near clubs</td>
<td>Courier Mail Brisbane</td>
<td>11/06/05</td>
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<td>New doubts dog teen curfew call</td>
<td>Weekend Gold Coast Bulletin</td>
<td>11/06/05</td>
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<td>Curfew call on drunken teens</td>
<td>Sunday Mail Brisbane</td>
<td>19/06/05</td>
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<td><strong>Youth curfew</strong></td>
<td>Teens can the curfew as they head to Surfers for the holidays</td>
<td>Gold Coast Bulletin</td>
<td>20/06/05</td>
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<td>(cont.)</td>
<td>Council to consider bail curfew rather than youth curfew</td>
<td>Western Sun</td>
<td>07/09/05</td>
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<td>Carers urged to impose curfews</td>
<td>Redcliffe &amp; Bayside Herald</td>
<td>12/10/05</td>
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*Although this article relates to the annual Schoolies celebrations (Gold Coast), it was included in the audit as it contains solutions that are of relevance to the Taskforce.*
### Table A7.1. Top five causes of alcohol-attributable death and hospitalisation, males and females aged 14 to 17 years

<table>
<thead>
<tr>
<th>Deaths</th>
<th>%</th>
<th>Hospitalisations</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Males</td>
<td></td>
<td>Males</td>
<td></td>
</tr>
<tr>
<td>1. Road injury</td>
<td>56</td>
<td>Falls</td>
<td>26</td>
</tr>
<tr>
<td>2. Suicide</td>
<td>13</td>
<td>Assault</td>
<td>22</td>
</tr>
<tr>
<td>3. Pedestrian road injury</td>
<td>11</td>
<td>Alcohol abuse</td>
<td>18</td>
</tr>
<tr>
<td>4. Assault</td>
<td>7</td>
<td>Road injury</td>
<td>16</td>
</tr>
<tr>
<td>5. Drowning</td>
<td>5</td>
<td>Pedestrian road injury</td>
<td>3</td>
</tr>
<tr>
<td>Females</td>
<td></td>
<td>Females</td>
<td></td>
</tr>
<tr>
<td>1. Road injury</td>
<td>43</td>
<td>Alcohol abuse</td>
<td>37</td>
</tr>
<tr>
<td>2. Suicide</td>
<td>21</td>
<td>Suicide</td>
<td>18</td>
</tr>
<tr>
<td>3. Assault</td>
<td>12</td>
<td>Assault</td>
<td>11</td>
</tr>
<tr>
<td>4. Pedestrian road incident</td>
<td>9</td>
<td>Falls</td>
<td>12</td>
</tr>
<tr>
<td>5. Drowning/Fire</td>
<td>7</td>
<td>Alcohol poisoning</td>
<td>6</td>
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</table>


Note: Based on aggregate of all episodes from 1993-2002 and 1993/94-1999/00
Table A7.2. Summary of Queensland legislation pertaining to the consumption of alcohol by minors

<table>
<thead>
<tr>
<th>Private Premises</th>
<th>Supply</th>
<th>Consumption</th>
<th>Drunkenness</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Sale</strong></td>
<td>Nil</td>
<td>Nil</td>
<td>Nil</td>
</tr>
<tr>
<td><strong>Police Response</strong></td>
<td>Nil</td>
<td>Nil</td>
<td>Nil</td>
</tr>
<tr>
<td><strong>Liquor Licensing Response</strong></td>
<td>Nil</td>
<td>Nil</td>
<td>Nil</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Licensed Premises or in Public</th>
<th>Supply</th>
<th>Consumption</th>
<th>Drunkenness</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Sale</strong></td>
<td>Prohibited under s155A of the Liquor Act 1992</td>
<td>Prohibited under s157(2)(a) and s156(1)(a) of the Liquor Act 1992</td>
<td>Prohibited under s10 of the Summary Offences Act 2005</td>
</tr>
<tr>
<td><strong>Police Response</strong></td>
<td>Nil</td>
<td>Nil</td>
<td>Nil</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Liquor Licensing Response</th>
<th>Supply</th>
<th>Consumption</th>
<th>Drunkenness</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Sale</strong></td>
<td>Prohibited under s155A of the Liquor Act 1992</td>
<td>Prohibited under s157(2)(a) and s156(1)(a) of the Liquor Act 1992</td>
<td>Prohibited under s10 of the Summary Offences Act 2005</td>
</tr>
<tr>
<td><strong>Police Response</strong></td>
<td>Nil</td>
<td>Nil</td>
<td>Nil</td>
</tr>
</tbody>
</table>

* Includes: licensee, permittee, nominee, manager or any other person (e.g. employee).
<table>
<thead>
<tr>
<th>YOUTH PARTY ISSUE</th>
<th>PARENTAL POWER</th>
<th>POLICE POWER</th>
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</thead>
<tbody>
<tr>
<td><strong>Prevention:</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Gatecrashers entering and/or people trespassing on private property</td>
<td>- Criminal Code Act 1899 - s277(1)</td>
<td>- Summary Offences Act 2005 - s11(1)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Invasion of Privacy Act 1971 - s48A</td>
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<tr>
<td>Mass spreading of non-approved invitations</td>
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<td></td>
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<tr>
<td>Community anxiety in the surrounding neighbourhood</td>
<td></td>
<td>- PPRA - s37, s38</td>
</tr>
<tr>
<td>Young people straying onto the road</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Parents failing to accept drunk/disorderly children under the age of 16 into their care</td>
<td></td>
<td>- Criminal Code Act 1899 - s364</td>
</tr>
<tr>
<td><strong>Removal:</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Disorderly young people from private premises</td>
<td>- Criminal Code Act 1899 - s277(2)</td>
<td>- Summary Offences Act 2005 - s11(1)</td>
</tr>
<tr>
<td>Disorderly young people from public premises</td>
<td></td>
<td>- PPRA 2000 - s42</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Criminal Code Act 1899 - s75(1)</td>
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<tr>
<td><strong>Control:</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Underage drinking in a public place</td>
<td>- Criminal Code Act 1899 - s280</td>
<td>- Liquor Act 1992 - s155A, s155(1), s157(2)</td>
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<tr>
<td></td>
<td></td>
<td>- Summary Offences Act 2005 - s10</td>
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<tr>
<td></td>
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<td>- PPRA</td>
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<tr>
<td>Underage drinking in a private place</td>
<td>- Criminal Code Act 1899 - s280</td>
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<tr>
<td>Excessive noise</td>
<td>- Criminal Code Act 1899 - s280</td>
<td>- PPRA - Part 3</td>
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<tr>
<td>Disorderly behaviour, including abusive language, in a public place</td>
<td>- Criminal Code Act 1899 - s280</td>
<td>- PPRA - s37, s38</td>
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<tr>
<td></td>
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<td>- PPRA 2000 - s42</td>
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<td></td>
<td></td>
<td>- Criminal Code Act 1899 - s75(1)</td>
</tr>
<tr>
<td>Assault</td>
<td>- Criminal Code Act 1899 - s280</td>
<td>- Criminal Code Act 1899 - s335, s39, s340</td>
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<td>- PPRA - s444</td>
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</table>
Alcoholism and violence.


Evaluation was conducted on data from 20 December 2001 to 31 December 2002.


REFERENCES

2 http://statements.cabinet.qld.gov.au/cgi-bin/display-statement.pl?id=7220&db=media
21 Evaluation was conducted on data from 20 December 2001 to 31 December 2002.
22 Personal communication with South Australian police. 9 August 2005.


<table>
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<td>Incorporated</td>
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<td>Clerk at the Table</td>
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