The Allen Consulting Group

Independent Review of Policing in Remote Indigenous Communities in the Northern Territory

Policing further into remote communities

The Allen Consulting Group

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Contents

Executive summary

Issues of safety in remote Indigenous communities are well documented. Many reports focus on communities that face high rates of offences, including domestic violence, child abuse, drug and substance abuse, and traffic related incidents. Much of this is alcohol related. Cultural differences between skin groups and between customary and Western law also lead to conflict.

In answer to some of these concerns, the Northern Territory Emergency Response (NTER) through Task Force Themis recently extended a permanent police presence to 18 new communities, adding to the 39 police stations that previously covered the Northern Territory.

In terms of policing coverage in the Northern Territory, nearly all 15 locations identified for investment under the National Partnership Agreement on Remote Service Delivery now have a permanent or Themis police presence. The exceptions are Yirrkala, which is close to Nhulunbuy, and three communities at Milingimbi, Umbakumba and Angurugu with established or approved overnight policing facilities.

The 20 locations nominated as Territory Growth Towns also have permanent or Themis stations, except for Yirrkala, Angurugu and Milingimbi as mentioned previously, and Daguragu, which is very close to the Kalkarindji community and police station.

Feedback on the whole indicates that the additional policing presence has been welcomed in the communities and has had a positive effect on community safety.

However, there still remain communities that do not have a permanent police presence or regular policing patrols or visits. This Review focuses on communities of over 100 people, which generally distinguishes communities with a level of centralised services from outstations or homelands. Mobility of community members results in fluctuations in community size and one of the difficulties in undertaking this Review has been to determine those communities without a policing presence that do have a population of near or over 100.

In addition, some of the communities that do have a police presence are reporting that policing is not effective and needs to be more visible.

The issue for this Review then is how to further policing in remote communities by improving the services that are currently provided and by extending these services to more communities.

Establishing appropriate coverage

A key consideration in answering the above two questions is how many police are enough to provide an appropriate coverage of remote communities in the Northern Territory.

In one sense, there can never be enough policing, as additional police numbers invariably lead to higher levels of reporting, and the increased offence statistics at face value seem to justify additional policing.

Remote policing in the Northern Territory involves a large number of comparatively small communities separated by large distances and difficult geographic and climatic conditions. Remote policing also involves working with communities with a wide range of cultural authority and governance and management structures, with many different languages and with highly variable levels of community infrastructure and service provision by other agencies.

Remote policing is therefore significantly more difficult and costly than urban policing in the NT. Remote policing is about 20% more expensive than urban policing per capita of police officers. There are also limitations in data to help inform policy and operational decisions. For example, offences are not always able to be traced to specific communities, and it is difficult to assay community strengths and infrastructure, which can have a significant influence on the need for policing and police workloads.

While much can be learnt from practices that have worked in other jurisdictions, the many unique characteristics present in the Northern Territory mean that direct application of approaches and resourcing comparisons are problematic.

Key considerations therefore in answering the Review questions are to develop service standards that provide 'appropriate' policing and to establish models of service delivery that are 'sustainable' not just in the short term but over time.

Sustaining further policing in remote communities

Providing an appropriate coverage that is also sustainable should take into account a number of important principles.

First, there is no one approach that will work for all communities — general principles and standards need to be localised to the needs of each community.

Second, community policing is not just the responsibility of the police. Delivery of policing services to remote communities is an expensive response to social order issues that ideally should also be addressed closer to origin through education, health, housing, employment and economic development programs.

Third, community policing involves non-traditional methods and requires a multi-faceted community-focused approach to be effective. It requires a balance of traditional enforcement and engagement with the community. Many examples exist to demonstrate that working with the community can reduce the level of offences and the need for enforcement activities.

These three principles point to the importance of police working with community, at both a governance and individual level, as well as with other services providers in the community.

The social issues facing remote communities have developed over a number of generations and require a long term and coordinated response by all service providers within the Australian and NT Governments if they are to be addressed effectively. While it is recognised that funding for policing will need to be considered alongside other program priorities for remote Indigenous communities, in the short term it is important that an adequate visible police presence is provided to help stabilise safety issues in communities and enable other policy programs to achieve their objectives.

Increasing police presence will require funding arrangements to be agreed by both governments. These arrangements should be planned carefully to take advantage of synergies and make maximum use of other government-funded programs. This Review provides guidance on the levels of funding required to extend policing services further into remote communities. These funding estimates should be considered as indicative, as the Review terms of reference did not permit a detailed investigation of all remote communities.

Notwithstanding the substantial costs involved, there are also many 'little things' that can make a large difference to remote policing. These include greater and more consistent adoption of community engagement principles in order to deliver greater community safety outcomes. For example, making provision for routine police activities to involve proactively working in and with the communities has, in a number of instances, led to significantly reduced police workloads.

Over time such proactive policing together with the expected results of other programs in education, health, housing, employment and economic development should see the demands on police reduce.

Recommendations for appropriate and sustainable remote policing

In determining its recommendations, the Review is cognisant of the many findings and conclusions of previous reviews and authors. The focus of the recommendations of this Review therefore is not as much on thinking up more new ideas, but rather on reinforcing what is already known to be good and effective practice.

Recommendations are made in terms of:

- police recruitment, training, deployment and engagement with the community and service providers to ensure that the right people are in the right place at the right time, doing the right things; and

- service standards and models of community policing to enable police presence to reach as far as is appropriate and sustainable into remote communities.

The proposed service model approach is to extend the existing hub-and-spoke approach to provide greater coverage of remote communities. Cost estimates are developed to provide a level of policing presence so that most remote communities with a population of at least 100 have access, according to need, to either permanent police stationed in their community, or are within one hour of police stationed in a neighbouring community or regional centre and have an overnight facility from which these police are able to stay and operate for extended periods each week.

Providing this level of policing in remote communities is estimated to require an additional 51 police, 3 permanent police stations (as well as 9 Themis stations converted to permanent police stations), 25 overnight facilities and 46 houses for police officers.

Conclusion

In addition to the recommendations made in relation to policing, many issues raised in the Review consultations related to other Shire, NT and Australian Government programs beyond the direct scope of this Review. There were many examples cited of opportunities to reduce duplication and increase the coordination and effectiveness of the efforts of all service agencies in improving community safety and well being. Addressing these broader issues would not only result in budget efficiencies, but would also address high levels of frustration within the communities, many who considered themselves to be 'over-managed and over-regulated' without seeing any real evidence of the expected benefits.

It is therefore important that the findings and recommendations of this Review do not disappear with the planes and 4WDs that transported the Review team away from the communities. The communities, police and service providers were generous with their time and thoughtful in their analysis of what would improve safety. It is therefore important that responses to the findings and recommendations, whatever their nature, should be communicated along with the reasoning behind them, to the communities, police and other service agencies so that they have a strong foundation for working together to improve community safety levels.

Summary of recommendations

Following is a summary of recommendations. These are discussed further in Chapter 5 on service standards, models and strategies and Chapter 6 on maintaining sustainable policing.

While not within the scope of this Review, there will also be downstream effects of additional policing resources, particularly on the broader justice system. Any increase in policing resources is likely to place increased demand on courts, jails and other justice services. It will be important that consideration is given to support the justice process in dealing with the additional workload from increased police presence in remote communities.

Service standards

Recommendation 1: Service standards specific to remote community policing should be developed and applied consistently throughout remote communities.

Recommendation 2: Service standards should be developed for night patrols to complement remote policing activities by NT Police.

Recommendation 3: Systems, processes and infrastructure should be reviewed to identify opportunities to maximise the time that police are available to undertake community policing within their community.

Performance monitoring and accountability

Recommendation 4: Quantitative and qualitative performance measures should be established in order to monitor adherence to and accountability for service standards for policing in remote communities.

Recommendation 5: Consideration should be given to establishing a specialist career stream and command structure in order to provide an effective managerial focus for the delivery of policing services to remote communities.

Resource planning

Recommendation 6: An index of need should be established to assist NT Police as well as other service providers identify and plan for resource needs within remote communities.

Recommendation 7: As an interim measure prior to development of an index of need, use the Review's analysis of population and incident rate data, together with qualitative evidence gained from community consultations, to identify and commence addressing those communities that have a need for new permanent stations or additional access to policing resources.

Recommendation 8: All Themis police stations should be transitioned to either permanent stations or overnight facilities.

Recommendation 9: Resource levels should factor in sufficient staff to provide adequate relief for absences of police officers from the community. This should include a locum pool of police able to provide consistent relief to clusters of communities.

Recommendation 10: Resource planning for expanded police presence should factor in a commensurate increase in management (Command structure), training (Police College), specialist policing resources and transport infrastructure (in particular, the Police Air Wing) required to support the additional officers and assets in remote communities.

Recommendation 11: Consideration should be given to establishing mobile police units able to be deployed to address situations that temporarily demand a high level of policing.

Recruitment, training and development

Recommendation 12: Multi-faceted strategies should be established to enhance recruitment to the NT Police of personnel most likely to be suited to living and working in remote communities, including profiling the characteristics of effective community police officers.

Recommendation 13: Options should be investigated to provide greater support and encouragement for partners and families to increase the attractiveness of remote postings.

Recommendation 14: All police officers should undertake a Small Station Management Course before deployment to a remote community police station.

Recommendation 15: A mentoring team, comprising police officers with proven success in community policing, should be established to transfer skills and experience to police officers in remote communities.

Cultural understanding

Recommendation 16: Local cultural awareness training should be undertaken by all police officers when deployed at remote communities.

Recommendation 17: Current handover/takeover guidelines should be reinforced to ensure incoming police personnel, particularly the OIC, have at least a week of handover with outgoing personnel.

Representation

Recommendation 18: Increased Indigenous representation should be actively sought in remote communities, for example, through reviewing entry requirements, providing additional training and skill development opportunities, and addressing housing issues.

Recommendation 19: Increased female police officer representation should be actively sought in all remote communities, for example, through increasing intake levels of female recruits, providing whole-of-government opportunities for female officers with a partner, and providing part-time locum-style roles for short term relief postings to remote communities.

Introduction

In November 2009, the Australian Government represented by the Department of Families, Housing, Community Services and Indigenous Affairs, and the Northern Territory Government represented by the Department of Chief Minister and the Department of Police, Fire and Emergency Services, commissioned the Allen Consulting Group to undertake an *Independent Review of Policing in Remote Indigenous Communities in the Northern Territory*.

Project objectives and scope of services

The scope of services requires the 'provision of a report that recommends a sustainable level of policing for remote Northern Territory communities, including strategies to achieve appropriate coverage and the resourcing levels required, to provide a level of community safety equivalent to other Australian communities of a similar size and circumstances.'

As outlined in the scope of services, the Review examines and make recommendations on:

- the current level of policing and resulting coverage in remote Northern Territory communities, particularly in the communities to be targeted in the COAG National Partnership Agreement on Remote Service Delivery , those to be converted into towns under the Northern Territory's Working Future policy, and other communities with a population over 100;

- service delivery standards in remote Northern Territory communities in comparison to other equivalent communities of similar size:

  – define service standards for remote and very remote communities in the Northern Territory;

  – these standards should address appropriate timing for police response and adequate levels of accessibility for community members to police services;

- strategies and alternate service delivery options, including rapid response arrangements, hub-and-spoke models and community based policing models, to achieve sustainable policing levels in remote communities;

- the quality, relevant cultural training and development before deployment of police officers to an Aboriginal community;

- access to and capacity of specialist officers, special police services and cross-service support in regional towns;

- resourcing levels required, taking into account regional planning issues impacting on police coverage of remote communities; and

- timeframes for implementation.

The review takes account of:

- the effectiveness of the NT Police remote service delivery strategy in providing adequate police coverage to remote communities including current operating arrangements for Task Force Themis; and other strategies that have been employed by the NT Police or other Australian police forces operating in remote Indigenous communities;

- the current funding base for remote policing in the NT and likely funding in the future for this purpose;

- the role of community engagement as an effective preventative policing activity;

- data from the NT Police Resource Allocation Tool and other relevant sources;

- cross-service capabilities available to support police in remote communities, including psychologists and Mobile Child Protection Teams;

- mobility patterns of remote Indigenous community members and flow on effect this has had on police service delivery in regional towns; and

- capacity of the NT Police to meet demands for policing and law enforcement services in remote Indigenous communities for the next five years.

The Review was asked to consider including any strategies to increase Indigenous and female participation in the police force, as already agreed between the Governments.

The outcomes of the Review are presented in this report to the Australian and Northern Territory Governments.

Box 1.1

TERMS OF REFERENCE AND BACKGROUND

As per the scope of services:

TERMS OF REFERENCE

The Closing the Gap in the NT National Partnership Agreement provides that the Australian and Northern Territory Governments will commission an independent review of police resourcing levels in remote communities. The review is to make recommendations on sustainable policing levels and deployments, taking into account regional planning needs, and is proposed to be completed by 31 December 2009. *[Note, project timeline was extended until 31 March 2010].*

BACKGROUND

The Northern Territory Emergency Response (NTER) Review Board was established to conduct an independent and transparent review of the NTER. The Review Board provided its report to the Australian Government on 13 October 2008.

The NTER Review Board recommended the following in relation to policing in remote Indigenous communities of the Northern Territory.

The overall number of police in Northern Territory Aboriginal communities be significantly increased and put on a more secure footing through:

• the existing 18 THEMIS police stations being made permanent;

• similar police stations being established in other Aboriginal communities with substantial populations; and

• an emphasis on recruiting more female police officers.

The Australian and Northern Territory Governments agree, as soon as possible, a standard for policing levels in remote communities which delivers effective and equitable police numbers, is transparent and provides certainty for Aboriginal people;

• the governments further agree to work towards achieving the standard over an agreed timeframe.

In parallel with increased police numbers, there be an emphasis on quality community policing with police officers receiving relevant training and development before deployment to an Aboriginal community.

A joint final response to the NTER Review Board's report was issued by Minister Macklin and the NT Chief Minister on 21 May and a commitment was made to conduct the review of policing.

Source: Scope of Services, Request for Tender documentation

Conceptual framework — remote community safety

Issues around community safety are not just the responsibility of the police but instead require coordinated approaches involving community members and other service providers. Although the scope of services focuses this report on policing in remote communities, the Review has used the following conceptual framework to illustrate the relationship between funding, inputs, structures and processes, outputs, outcomes and accountability in relation to remote community safety (refer to Figure 1.2).

Figure 1.2

CONCEPTUAL FRAMEWORK
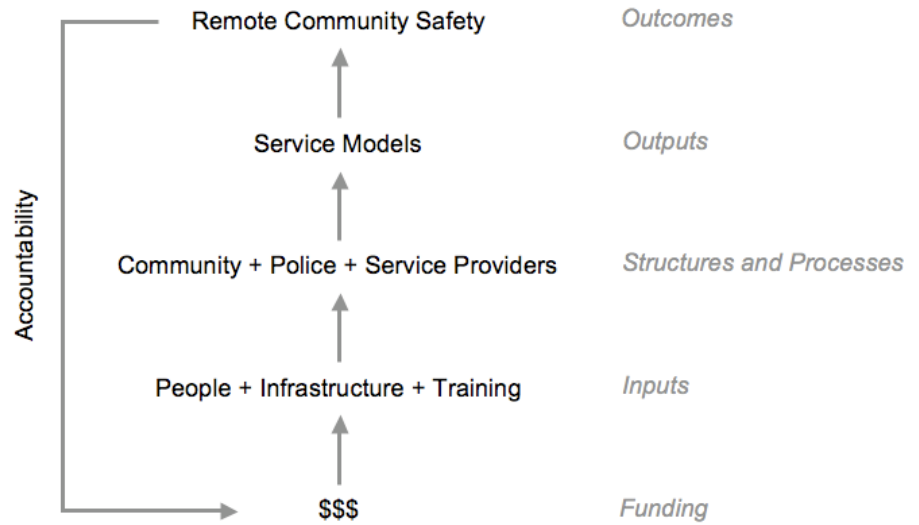
Source: Allen Consulting Group 2010

In order to achieve outcomes around safer communities, police need to work closely with communities and service providers. Funding is required to ensure adequate numbers of people, infrastructure and training to support and address safety concerns in remote communities.

From a policing perspective, achieving community safety outcomes requires a balance between enforcement and cultural authority (refer to Figure 1.3). These two areas intersect with community engagement. Traditionally, policing focuses on enforcement, and reporting is around enforcement measures. Community policing requires a broader role in establishing cultural authority and engaging with communities to address safety concerns.

Figure 1.3

COMMUNITY SAFETY BALANCE

Source: Allen Consulting Group 2010

Delivery of policing services to remote communities is an expensive response to social order issues, which ideally should also be addressed at origin through improvements to or expansion of education, health, housing programs, and employment and economic development. In undertaking community consultations, the Review saw many examples of community-funded programs, such as youth initiatives and diversion programs, which aim similarly to achieve community safety outcomes.

It is with the above conceptual framework in mind that the Review has undertaken the task of reviewing policing in remote Indigenous communities in the Northern Territory.

Review method

The Review scope involved addressing a number of challenges that are specific to the Northern Territory, in particular:

- how to best deploy policing resources to provide 'appropriate coverage' for a dispersed population in an area that occupies around one-sixth of Australia's land mass; and

- how to train and equip police officers with the skills and competencies needed to address the issues of working in remote Indigenous communities.

The Review worked closely with the Northern Territory and Australian Governments to agree on the overall approach, particularly in terms of appropriate engagement with stakeholders and communities in order to develop a comprehensive and contemporary understanding of relevant issues and requirements.

The Review methodology comprised:

- Community consultations — significant consultation with community members, service providers and police officers in over 30 communities in order to obtain input and feedback on policing in remote communities. The sample of communities provided a representative and reasonably thorough overview of remote communities in the Northern Territory. These community visits were organised in conjunction with Government Business Managers and the Aboriginal Interpreter Service (where required). Consultation format was adapted for individual communities and ranged from large community meetings to individual meetings with elders, traditional owners and other key community stakeholders. A discussion guide was approved by the Steering Committee for use in community and stakeholder consultations.

- Stakeholder consultations — extensive consultations with government and external stakeholders provided an understanding of the current situations as well as provided input on service delivery effectiveness, training and development, resourcing issues, community engagement, funding issues, and support available in remote communities. These consultations also helped identify relevant research and data available to the Review.

- Literature and desktop review of Australian and international 'good' practice — the Review examined international and Australian research on policing models, service delivery options, community policing, training and development and 'good' practice. Research relevant to policing in Northern Territory, such as the draft report on *Aboriginal Communities and the Police's Taskforce Themis: Case studies in Remote Aboriginal Community Policing in the Northern Territory* (2009) were also considered in undertaking this Review.

- Modelling and analysis — this Review required development of specifically tailored quantitative models that incorporate best practice modelling techniques. The Review considered current resource allocation models and developed an index of community need to better inform policing resourcing decisions. Availability of data has limited the ability to provide extensive costing analysis and instead this Review provides indicative costing on recommendations.

A list of stakeholders and communities consulted for this Review is contained in Appendix B and Appendix C.

The Steering Committee, established to guide the Review, met on a regular basis to provide input and direction on project activities and deliverables. The Steering Committee was chaired by NT Police and included senior representatives from the Australian Government (represented by the Department of Families, Housing, Community Services and Indigenous Affairs), the Northern Territory Government (represented by the Department of The Chief Minister and Treasury) and the NT Police Association.

Chapter 1

The Northern Territory context

The Review has been asked to consider '…level[s] of community safety equivalent to other Australian communities of similar size and circumstances.' In attempting to address this, it is important to acknowledge the unique challenges present in the Northern Territory which make comparisons difficult with other jurisdictions.

Significant differences in population, crime, health, education and remoteness mean that service provision cannot be based on a simple pro rata resource distribution that considers population alone.

Following visits to 29 remote communities across Australia (including 15 in the Northern Territory), the Coordinator-General for Remote Indigenous Services (2009, p.9) recently noted:

> In visiting the first 29 priority communities over the last few months I have been struck by the differences between them — in terms of the level of infrastructure and services available and the capacity of local governance to work with governments to develop the community.
>
> At the same time, it is also clear that there are a number of fundamental issues that cut across all communities, including safety, policing, education, the need for effective and supportive local government and land councils and the need for a strong focus on developing our young people.

Other than this, much of the available comparative data in Australia is at the state and territory level and does not allow for easy comparisons at a remote community level.

It is hoped and intended that the present Review in the Northern Territory may have some direct applicability to remote communities in other jurisdictions.

Population and demography

According to the Australian Bureau of Statistics (2009a), the estimated resident population (ERP) of the Northern Territory at 30 June 2009 was 224,848. This figure comprises just over one per cent of the total Australian ERP of 21,874,920, and is the lowest ERP in comparison to all other states and territories. In 2004, the Territory's population (excluding Darwin) was the youngest of all Australian jurisdictions, with the median age at 28 years (compared to a median age of 30 years in the NT including Darwin, and 36 years across Australia). Twenty-nine per cent of the population was aged 14 years or under (ABS 2004). In 2009, the Northern Territory remained the youngest Australian jurisdiction, with a median age of 31.2, compared to 34.7 in the Australian Capital Territory, the next youngest jurisdiction (see ABS 2009a) (refer to Table 1.1 for comparisons with other states).

Table 1.1

MEDIAN AGE BY STATE AND TERRITORY

	Median age
New South Wales	37.1
Victoria	37.0
Queensland	36.2
South Australia	39.1
Western Australia	36.3
Tasmania	39.6
Northern Territory	31.2
Australian Capital Territory	34.7

Source: ABS 2009a

The Northern Territory has a higher population in the most disadvantaged socio-economic areas — 34 per cent compared to a national proportion of 13 per cent of the population. Tasmania had the next highest percentage of the population living in the most disadvantaged socio-economic status (33 per cent) (COAG Reform Council 2009).

In terms of absolute numbers, New South Wales (152,685) and Queensland (144,885) have the highest estimated resident Australian Indigenous population compared to NT (64,005). Despite this, the Northern Territory has the highest proportion of Indigenous people (28 per cent) compared to all other states and territories, each of which consist of less than 4 per cent of people with Indigenous origin (ABS 2009a).

In addition, the population distribution of Indigenous people is far different in the NT compared to other states and territories. The Northern Territory has the highest proportion of its Indigenous population living in either remote areas (23.3 per cent) or very remote areas (56 per cent) (ABS 2008a). Western Australia had the next highest proportion of its Indigenous population living in both remote and very remote areas, with 17.4 per cent living in remote areas and 25 per cent residing in very remote areas (ABS 2008a). Table 1.2 shows the proportion of Indigenous populations living in remote areas by jurisdiction.

Table 1.2

INDIGENOUS POPULATION BY REMOTENESS

	Remote (%)	Very remote
New South Wales	4.3	0.8
Victoria	0.1	—
Queensland	8.6	13.7
South Australia	4.2	14.4
Western Australia	17.4	25.0
Tasmania	2.4	1.2
Northern Territory	23.3	56.0
Australian Capital Territory	—	—
Australia	**9.6**	**15.8**

Source: ABS 2008a

A higher number of remote communities are located in the Territory compared to other jurisdictions — in NT there are over 96 remote communities (see Appendix A). With over three quarters of the Indigenous population living in either remote or very remote areas, the effect of servicing the population is that resources, including policing resources, are required to be spread over vast remote areas. This is therefore a responsibility of proportionately greater logistical complexity and a higher cost per capita. Further information on 'remote' and 'very remote' communities is provided in Section 2.2.

Reported crime and child protection

Despite having a smaller population, reported crime rates in the NT are significantly higher than those in other states and territories. The following points illustrate the prevalence of reported crime in the NT according to the latest ABS figures (2005 & 2009b):

- In terms of household crimes, which include break-ins and motor vehicle theft, the NT has the highest victim prevalence rate of 13 per cent (followed by WA with 7.8 per cent).

- In terms of personal crimes, which include robbery, assault and sexual assault, the NT has the highest victimisation prevalence rate of 6.6 per cent (followed by Queensland with 6.1 per cent).

- Compared to every other Australian jurisdiction, the NT has the highest imprisonment rate at 658 prisoners per 100,000 adults, which is over three times the national average.

Prisoner demographic is unique in the NT compared to other states. The NT consists of the highest proportion of Indigenous prisoners, comprising 81.8 per cent of the total NT prisoner population (ABS 2009c). This is far above the national average of 25.2 per cent (ABS 2009c). Refer to Table 1.3 for proportion of Aboriginal and Torres Strait Islander prisoners by state.

Table 1.3

ABORIGINAL AND TORRES STRAIT ISLANDER PRISONERS

	Indigenous prisoners (%)
New South Wales	21.3
Victoria	5.5
Queensland	27.8
South Australia	22.9
Western Australia	40.5
Tasmania	12.3
Northern Territory	81.8
Australian Capital Territory	12.8
Australia	**25.2**

Source: ABS 2009c

In terms of child protection issues, in 2008-09, the NT had the highest number of children who were subject to a substantiation of a notification received (for child protection), with 12.9 substantiations per 1,000 children. This rate was well above the national average of 7.6 substantiations per 1,000 children. It should, however, be noted that each jurisdiction employs different policies and approaches to child protection (AIHW 2010).

Additionally, the NT has the highest rate of children aged 0-17 years on care and protection orders, with 9.2 orders per 1,000 children. This figure is once again above the national average of 7 orders per 1,000 children (AIHW 2010).

Other indicators

Other indicators such as health, education, home ownership, employment, and language further enhance the case that the NT is different to other jurisdictions, and that comparisons on a funding level may not be effective or appropriate.

Health-wise, the prevalence of chronic diseases amongst the Indigenous population contributes to a higher rate of health problems in the NT. In addition, the NT has lower provision and health services access compared to all other states and territories, illustrated by the fact that in 2006-07, the NT recorded the lowest per person use of medical services with 2.9 services per person. Further, the life expectancy of males (72.1 years) and females (78.1 years) in the NT is the lowest in Australia, below the national average of 78.7 years for males and 83.5 years for females (AIHW 2008).

The NT has the poorest comparative baseline education performance across Australian jurisdictions. This includes the lowest proportion of students completing year 10 (79 per cent compared to 96 per cent in Victoria, the next lowest jurisdiction), the lowest year 12 attainment (58 per cent compared to 75 per cent in Tasmania, the next lowest jurisdiction) and the lowest level of year 5 students reading at or above minimum standard (63 per cent compared to 87 per cent) (COAG Reform Council 2009).

The NT has the highest proportion of Indigenous students in the nation with 41 per cent of students from Indigenous backgrounds compared 7 per cent in WA (the next highest proportion) and to 4 per cent nationally. The NT also has the highest proportion of Indigenous students in remote areas, with 46 per cent being from remote areas compared to 2 per cent nationally (COAG Reform Council 2009). Compared to NSW, Queensland and WA, who are, with the NT, the states with the highest number of Indigenous students, the NT's Indigenous cohort has the lowest performance in education outcomes. These outcomes are the proportion of students completing year 10, participating in year 5 reading, reading above minimum year 5 standard and the lowest year 12 attainment compared to Indigenous students in NSW, Queensland, and WA.

Tertiary education outcomes are such that the NT has the lowest rate of University or TAFE (non-school) students in Australia with 6 per cent, below the national average of 8 per cent (ABS 2006). Indigenous labour force participation was highest in the ACT (71.6 per cent) and lowest in the NT (45.5 per cent). In contrast non-Indigenous labour force participation was highest in the NT (84.2 per cent) and lowest in Tasmania (72.3 per cent) (SCRCSP 2009).

Home ownership is another indicator of living standards that illustrates the difference between the NT and other jurisdictions, and specifically, Aboriginal and Torres Strait Islanders within the NT. Of all jurisdictions, the NT has the lowest proportion of Indigenous residents owning or purchasing their home. The gap between Indigenous and non-Indigenous people living in a home owner/purchaser household was the largest in the NT (SCRCSP 2009). This reveals the stark differences between the two groups in this state (refer to Table 1.4 for comparisons across other states and territories).

Table 1.4

HOME FULLY OWNED OR BEING PURCHASED

	Indigenous	**Non-Indigenous**
New South Wales	33.7	70.7
Victoria	38.5	75.5
Queensland	26.9	68.6
South Australia	24.7	73.3
Western Australia	30.2	74.2
Tasmania	52.9	74.9
Northern Territory	10.3	72.0
Australian Capital Territory	40.3	58.2
Australia	**28.9**	**72.1**

Source: SCRCSP 2009

In terms of languages spoken at home, the NT has the highest proportion of people that speak an Indigenous language at home, at 59.1 per cent, compared to 13.9 per cent in WA, 12.2 per cent in South Australia, 9.2 per cent in Queensland and 12.1 per cent of Indigenous people nationally. Very remote areas have the largest number of those speaking Indigenous languages. In 2008, 42 per cent of people living in remote areas spoke an Indigenous language as their main language at home. Of all Indigenous children aged between 4 and 14 years, 8 per cent spoke an Indigenous language at home, compared to 33 per cent of Indigenous children in remote areas (ABS 2008b).

Infrastructure

The above data comparisons have implications for remote area policing in the Northern Territory, not just in terms of personnel but also the infrastructure required to support police services.

Infrastructure, especially housing, is limited in many of the NT's remote areas and that makes policing costly and difficult. Some of the infrastructure challenges unique to the policing environment are highlighted in the NT Police submission to the Australian Government Northern Territory Emergency Response Review Board, including:

- the high proportion of remote communities to mainstream urban centres that need policing services;

- the prevalence of alcohol, illicit drugs and substance abuse within remote communities with the resultant breakdown in social norms;

- the extremes of climate and the effect on policing operations (from extreme heat and cold in the desert to the extreme heat, humidity and cyclonic conditions in the tropical north); and

- the isolation and lack of services available to police and their families in remote stations (White n.d.).

Another limitation is the availability of adequate infrastructure as illustrated by in the initial establishment phase of Task Force Themis and the establishment of police stations. Difficulties included a lack of effective communication infrastructure, sub-standard road systems that are adversely affected during the wet season, and high transport and building costs in remote communities (White n.d.).

It is with this understanding of the context of the above specific challenges facing the NT that the subsequent findings and options for improvement within this paper need to be considered.

Chapter 2

Current policing in remote NT communities

This Review focuses on 'remote' or 'very remote' communities with a population of at least 100, which generally distinguishes communities with a level of centralised services from outstations. There are several qualifications to be made in determining the current policing level and coverage in such communities.

In some instances the classification based on population is difficult to determine, for a number of reasons including:

- the proximity of nearby outstations that usually receive services from the specified community;

- the proximity of some communities to towns; and

- transient movement, whether for seasonal, cultural or financial reasons, can alter community populations significantly at different points of time.

Also important is that policing and police coverage does not just refer to a permanent police presence in a community. In remote or very remote communities, police presence is currently delivered in a number of ways:

- permanent police stations (33 locations out of a total 39 police locations in the NT);

- Themis stations (18 communities, of which 6 will become permanent — Gapuwiyak, Ramingining, Yarralin, Arlparra, Imanpa and Numbulwar); or

- scheduled patrols or call outs for those communities that do not have either of the above permanent police stations. Four communities without a permanent police presence currently have an overnight facility for police (Umbakumba, Titjikala, Docker River and Milingimbi, another two have recently been approved for Angurugu and Wutungurra (Epenarra)).

As such, there are communities without a permanent police station that are serviced by police and conversely, there are police stations in areas that would not be considered a community (for example, Avon Downs police station) but service surrounding communities. The analysis here covers both types of locations.

The Review has also considered the 15 remote locations covered under the National Partnership Agreement on Remote Service Delivery and the 20 locations nominated as Territory Growth Towns.

2.1   Remote communities in the Northern Territory

As there are no accepted 2010 estimates of the remote Indigenous community population, this Review has used experimental 2006 population estimates prepared by the Australian Bureau of Statistics using 2006 Census results. These data are unpublished, with a number of conditions imposed by the Australian Bureau of Statistics for the use of these data.[1]

According to this data there were 68 remote Indigenous communities with a population of over 100 in 2006 (see Appendix A for a list of these communities). These population estimates disaggregated to the community level, however, should be treated with some caution. In addition to being based on 5 year old data, the estimates of Indigenous populations could be affected by population movement between Katherine, Alice Springs and surrounding communities. Many Census respondents also have unknown Indigenous status.

An alternative ABS data source does provide the estimated total Indigenous resident population projections to 2021, but does not disaggregate this to the community level.

Other population estimates are sourced from Bushtel (a website providing a central point for community information) , departmental estimates and community head counts. However, these estimates are not exhaustive for all communities and nor are they always consistent with one another.

Remoteness

The Accessibility/Remote Index of Australia (ARIA) was developed by the National Centre for Social Applications of Geographic Information Systems (GISCA) as a measure of remoteness based on road distances to service centres. Road distances are calculated for all places in Australia and scores are available for various geographic units (such as census collection district (CCD) and postcode). The ARIA+, updated from the ARIA scale to better cater for more remote locations was intended to identify remoteness in the NT for this project. ARIA+ scores range from 0 to 15 and the ABS has defined 5 categories for Remoteness ranging from *major cities of Australia* through to *very remote Australia*.

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[1] Given the problematic nature of the population data on Aboriginal communities, the following conditions were made:

- That no conclusions are drawn from the data at the census collection district (CCD) level because the data does not support analysis at that level. CCD data exists so that it can be aggregated into higher customised geographies.
- The data is experimental, compiled such that it adds up to published ERP data by using Iterative Proportional Fitting which is not equivalent to directly measuring the population at the lower levels.
- As such, the project team acknowledges that this data is experimental, and will clearly state this in any analysis that we undertake that uses this data.
- The project team's work is also experimental. Any estimates that rely upon these population data will thus be 'indicative' only, with it clearly indicated that further work is required to 'strengthen' population estimates.

However, many NT communities are not recorded in ARIA+ or its precursor, ARIA. Of those that were recorded (25 locations), four are classified as 'remote' locations and 21 are 'very remote' locations. Aside from Darwin city, which is classified as 'accessible' on the ARIA, other NT regional centres are either 'remote' or 'very remote' as shown:

- Alice Springs — remote (score of 6, very restricted accessibility of goods, services and opportunities for social interaction);

- Katherine — remote (score of 6.75, very restricted accessibility of goods, services and opportunities for social interaction);

- Tennant Creek — very remote (score of 12.0, locationally disadvantaged — very little accessibility of goods, services and opportunities for social interaction); and

- Nhulunbuy — very remote (score of 12.0, locationally disadvantaged — very little accessibility of goods, services and opportunities for social interaction) (DHA n.d.).

Mobility patterns of remote Indigenous communities

Mobility patterns of community members affect how services are delivered in remote communities. As Biddle (2009) highlights, Indigenous Australians change their place of residence more than non-Indigenous, particularly for those in remote and very remote locations. Movement of remote Indigenous members is typically to an area that is adjacent or close by to their existing place of location, and is more likely to be a move to where there is a higher population (Biddle 2009). Biddle's research (2009) also finds that there is large movement between remote and non-remote locations. These mobility patterns mean that population data is often outdated.

Analysing data from 2001 to 2006, Biddle (2009) noted large net Indigenous migration rates for Darwin and Alice Springs. This puts significant pressure on regional towns to accommodate and provide services to those who move there.

In undertaking community consultations, the Review found that there can be significant movement by community members throughout the year, including:

- before and after the wet season;

- for sorry business and ceremonial commitments; and

- in order to gain access to services, including policing services [Note, the Review heard of up to 300 people moving from one community with no police presence and fighting/safety issues to another community that did have a permanent police presence; conversely, sometimes establishing a permanent police station can result in community members leaving a community].

These issues have an impact on police service delivery in both communities and regional towns. Many communities also have an annual sporting festival, competition or other festival that requires additional policing support at key points in the year.

2.2   The current number and mix of police in remote NT communities

There are 57 police stations in the Northern Territory (refer to Table 2.1). Police stations are identified as being either permanent stations or Themis stations that have been in operation since 2007 as part of the NTER.

Table 2.1

POLICE STATIONS IN THE NORTHERN TERRITORY

Permanent police stations	Themis stations
Adelaide River	Alpurrurulam
Ali Curung	Finke (Apatula)
Alice Springs	Arlparra
Alyangula	Bulman
Avon Downs	Gapuwiyak
Batchelor	Haasts Bluff
Borroloola	Imanpa
Casuarina	Santa Teresa (Ltyentye Apurte)
Daly River	Minjilang
Darwin	Minyerri
Elliott	Mutitjulu
Galiwinku	Numbulwar
Gunbalanya (Oenpelli)	Nyirrpi
Harts Range	Peppimenarti
Hermannsburg (Ntaria)	Ramingining
Humpty Doo	Warruwi
Jabiru	Willowra
Kalkarindji	Yarralin
Katherine	
Kintore	
Kulgera	
Lajamanu	
Maningrida	
Maranboy	
Mataranka	
Nguiu	
Ngukurr	
Nhulunbuy	
Palmerston	
Papunya	
Pine Creek	
Pirlangimpi	
Tennant Creek	
Ti Tree	
Timber Creek	
Wadeye	
Warakurna (WA police station)	
Yuendumu	
Yulara	

Source: NT Police 2009

In all, there are 535 police officers serving in these stations (this does not include Australian Federal Police (AFP) who have been seconded to NT Police, but does include Aboriginal Community Police Officers (ACPOs)). However, there is funding for 546 police staff. A number of the unfilled positions are for ACPOs. The Review understands these are not necessarily vacant ACPO positions as there are a number of ACPOs currently based at regional centres who are unable to be posted to communities due to lack of housing.

Table 2.2 shows the number of police staff by rank that are funded for (establishment) and actually filled (actual).

Table 2.2

NUMBER OF STAFF BY RANK

	Establishment	Actual
Senior sergeant	13	14
Sergeant	45	47
Brevet Sergeant	40	40
Senior Constable	37	28
Constable	330	339
ACPO	81	67
TOTAL	546	535

Source: NT Police 2009

Police coverage and remote communities without permanent police presence

Police coverage is across 37 defined police districts. As noted previously, some communities receive police coverage via scheduled patrols, rather than a permanent police presence. Sixty-two of these communities are listed in Table 2.3 (see Appendix A for the full list of communities covered in this Review). Some of these communities have ACPOs (established positions) and some have overnight facilities as indicated.

Table 2.3

COMMUNITIES WITHOUT A PERMANENT POLICE PRESENCE

Amanbidji	Kybrook Farm
Amoonguna	Laramba
Ampilatwatja	Milikapiti (ACPO)
Angurugu (ACPO, O/N approved)	Milingimbi (O/N)
Areyonga	Milyakburra (Bickerton Island)
Barunga (ACPO)	Mount Liebig
Belyuen	Nganmarriyanga (Palumpa)
Beswick (ACPO)	Pigeon Hole
Binjari	Pmara Jutunta
Canteen Creek	Robinson River
Daguragu	Tara
Engawala	Titjikala (O/N)
Eva Valley	Umbakumba (ACPO, O/N)
Gunyangara	Wallace Rockhole
Imangara (Murray Downs)	Willowra
Jilkminggan	Wutungurra (Epenarra) (O/N approved)
Kaltukatjara (Docker River) (O/N)	Yirrkala
	Yuelamu

Note: ACPO = Aboriginal Community Police Officer; O/N = overnight facility. Note that some ACPOs live in communities as noted above, but are based at a police station in another community.

Source: NT Police 2009

Some of the communities in the above list are close to other police centres. For example, Angurugu is about 15 minutes from Alyangula police station, Daguragu is about 10 minutes from the police station at Kalkarindji, and Gunyangara and Yirrkala are 10-15 minutes from Nhulunbuy police station.

Police servicing coverage in these locations is not uniform between communities, nor within communities, for a variety of reasons. Scheduled patrols are often subject to last minute changes and cancellations, and are often unpredictable due to variations in workload in the community where the police station is located. For example, a patrol may be scheduled for a community that is a few hours away on a certain day, but will be cancelled if a major disturbance has occurred in the 'home' community. Responses to call outs vary, depending for instance on police availability and road conditions. Furthermore, some communities are cut off in the wet season.

Chapter 3

Comparisons with other police jurisdictions

This chapter provides an overview of other police jurisdictions, covering workforce characteristics and approaches to remote policing. Even though direct comparisons with other jurisdictions should be interpreted carefully for the reasons discussed in Chapter 1, it is instructive to consider how similar issues are treated in those environments.

3.1 Police staffing

In per capita terms, the Northern Territory has the largest police workforce in Australia. In 2008-09 there were 1,587 police (head count), equivalent to 716 police for every 100,000 people living in the Territory. This compares to an Australia-wide rate of 297 police per 100,000 (refer to Figure 3.1). The number of police is largely due to the challenges of policing a very dispersed population. It also reflects the higher crime rates per capita.

Figure 3.1

POLICE STAFF PER 100,000 POPULATION, 2008-09

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Total
Operational	237	206	265	287	303	280	235	664	250
Total	272	259	327	339	337	320	272	716	297
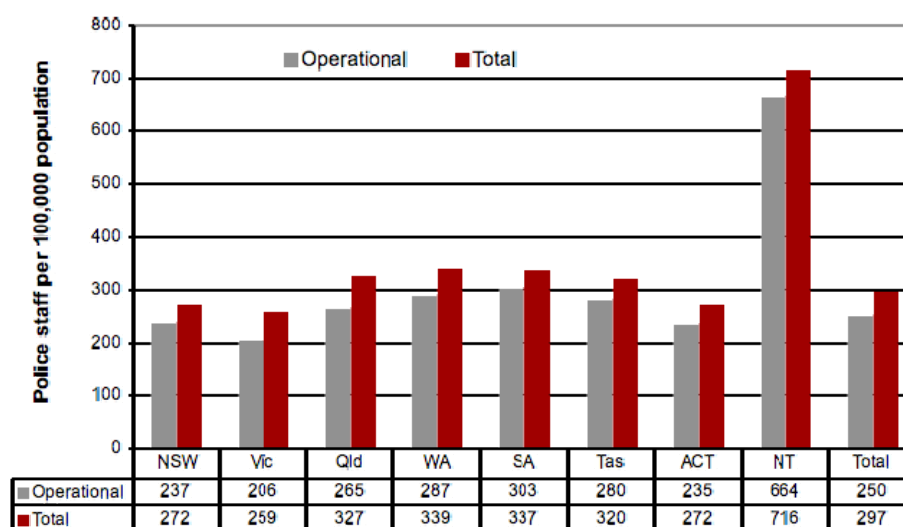
Source: SCRGSP 2010, p. 6.6

The Northern Territory also has the highest percentage of Indigenous police staff compared to other jurisdictions (refer to Figure 3.2), and in 2008-09, 8.3 per cent were Indigenous. When compared to 24.8 per cent of the total Indigenous population who are aged 20-64 years, it illustrates the gap in achieving a 'representative' policing force in the Northern Territory.

Figure 3.2

PROPORTIONS OF INDIGENOUS STAFF IN 2008-09 AND INDIGENOUS POPULATION AGED 20–64 YEARS

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT
Indigenous staff	1.6		2.3	1.8	1.1	1.8	0.1	8.3
Indigenous people aged 20-64 years	1.8	0.5	2.8	2.8	1.5	3.2	1.1	24.8
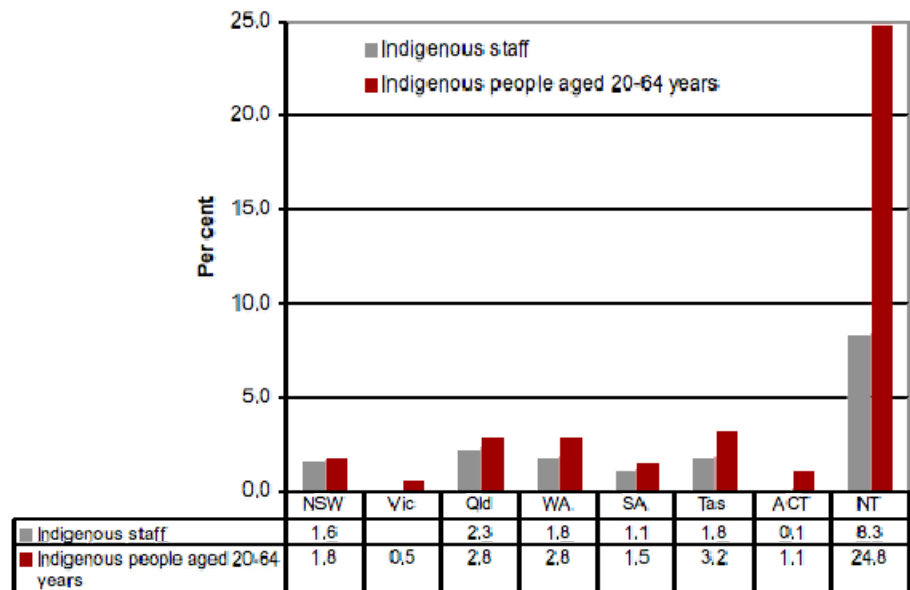
Source: SCRGSP 2010, p. 6.12

The Northern Territory also had the equal highest rate amongst Australian jurisdictions of female police staff in 2008-09 at 35.8 per cent. This level represents a three percentage point improvement since 2004-05, and is above the Australian level of 32.2 per cent (refer to Figure 3.3).

Figure 3.3

FEMALE POLICE STAFF, 2004-05 AND 2008-09

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
2004-05	33.3	26.5	32.0	22.8	28.0	31.1	32.0	32.8	29.9
2008-09	32.8	30.0	35.8	28.6	29.4	34.4	31.8	35.8	32.2
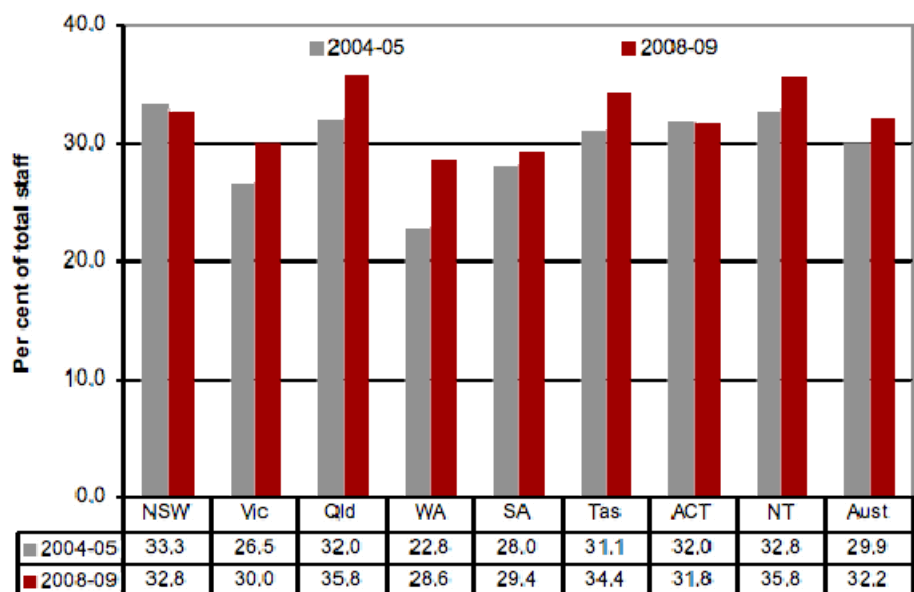
Source: SCRGSP 2010, p. 6.13

In the latest NT Police Annual Report (2009) females comprised 29 per cent of overall staff, as follows:

- Commissioned Officers 22 per cent;

- Non-Commissioned Officers 19 per cent;

- Constables 22 per cent;

- ACPO recruits 47 per cent; and

- Police Auxiliaries 73 per cent.

3.2   Delivery of policing services to remote communities in the NT

Currently police services are delivered to remote communities through a combination of NT Police resources, NT Police with AFP officers (under Task Force Themis) and NT Police in conjunction with WA Police at multi-jurisdictional police stations at Kintore and at Warakurna (WA).

A remote police station is typically staffed by two to three police and where possible, an ACPO. Established police stations are responsible for a specific community as well as a designated patrol area that includes a number of outstations, cattle stations, mines and other business enterprises. Assistance arrangements exist between police stations to provide additional police support at other locations as required.

Patrols to outstation communities are determined by workloads and other demands on police time, such as training and court commitments or absences from stations for sick and recreational leave.

Police on longer term absences (such as recreation leave, extended sick leave) from remote police stations are replaced by relieving staff from elsewhere. Relief often comes from a larger regional centre but sometimes from other remote station (those that have staff of three or more). The staffing of stations is often reduced when a police officer is absent for shorter periods, such as for attending court in a regional centre or short absences such as sick leave. In these circumstances the police station has less than a full complement of staff, a situation that can be exacerbated where a vacancy also exists at the station. As the Review heard when undertaking consultations, a single police officer may be the only resource for up to 30 per cent of the time.

Postings of NT Police officers to remote stations are typically for two years. AFP and NT Police officers are generally posted to Task Force Themis stations for six months at a time (initially postings were for three months).

Police officers posted to remote locations undertake general policing duties against core policing activities of protecting life and property, preventing and detecting crime, upholding the law and maintaining social order. They undertake their activities against generic strategies for the delivery of police services and are assisted by occasional visits to communities by regional Highway Patrols, focusing on enforcing the motor traffic laws. Specialist assistance from crime investigators, forensic specialists, Child Abuse Team members and accident investigators is provided from the nearest regional centre as required. Additional support from other general duties police or specialists (such as the Territory Response Group) is available for short terms where particular communities become dysfunctional beyond the capacity of the usual police resource levels.

Over the past two years, an additional 18 police station facilities, utilising interstate police officers, have been established under Task Force Themis in remote locations, considerably expanding access of communities to police services.

The inclusion of a Western Australian police officer at the multi-jurisdictional police station at Kintore, as well as bilateral justice agreements, recognises the proximity of that location to the WA border and the mobility of community members between the two police jurisdictions. The WA police station at Warakurna (including one NT police officer) has responsibility for servicing Docker River and utilises an overnight facility.

ACPOs are significant in the success of police service delivery in remote communities. In some cases, they provide local language skills, induction to police in local cultural matters and introductions to community leaders. They are a necessary point of continuity between rotations of police staff.

3.3   Approaches to remote policing in other jurisdictions

Other jurisdictions with remote populations use similar approaches to the NT in providing policing services. Generally, remote policing throughout Queensland, New South Wales, South Australia and Western Australia is provided by two or three police members per police station, often supported by an Aboriginal Community Police Officer.[2] In addition to the community in which the police station is located, police have responsibility for a designated patrol area that can be large in instances where populations are sparse. Police can be required to attend at any location within their community or patrol area or into adjoining patrol areas in support of other police as circumstances dictate.

Establishing a relatively constant ratio of police to population throughout communities and police patrol areas is the most common method for resourcing police stations in each of the jurisdictions. For example, the Western Australia Police Annual Report 2008-2009 provides information on the police to population ratio for each of the police districts throughout the state.

Remote Indigenous communities are frequently connected with a number of outstations (or homelands) with which community members identify and frequently visit and often reside for extended periods. Mobility of remote community members is also a feature of remote communities which has an impact on delivery of policing services.

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[2]   Note that specific titles vary between jurisdictions.

In each jurisdiction general duties police are posted to remote locations. Specialist police officers (such as for the investigation of serious crimes and serious or fatal motor vehicle accidents) travel to remote communities where required. The workload demands for specialist police in remote communities are not sufficient to justify their permanent positioning outside regional centres.

With the exception of Western Australia, remote community police stations accommodate only police, with limited accommodation for visiting government staff. The police stations are generally only intended for police work or associated duties such as the registration of motor vehicles or issuing of driving licences (refer to the WA section below for further discussion on multi-functional police facilities).

ACPOs in other jurisdictions are generally utilised for their language skills, as well as their knowledge of the community, its customs, leaders and history. Frequently they perform the role of first responder to incidents and can diffuse issues before they escalate. They also provide valuable information to non-Indigenous police about customary laws, ceremonies and sacred sites.

Successful remote community policing is reliant on the right type of police officer, who appear to be in limited supply. Each police service experiences similar problems in attracting staff to serve in remote locations for reasons such as:

- associated hardships for police and their families;

- limited or non-existent services in remote communities;

- limited employment opportunities for spouses and partners;

- limited schooling for children; and

- often less desirable housing and facilities.

Attracting police to remote locations in each of the jurisdictions presents its challenges similar to those in the NT. Varying incentive packages are offered including:

- additional remoteness allowances;

- freight subsidies for goods into and out of the location;

- additional leave entitlements for completed terms of service;

- travel costs to and from the remote locality;

- additional time off in recognition of travel time to and from the locality; and

- in some cases, preference for the location of next posting.

South Australia

The combined populations of the Far North and West Coast police districts of South Australia, in which are located the state's remote and very remote communities, are approximately 59,000 people.

In 2008-09, South Australia Police continued the use of dedicated police members in the APY Lands to focus on domestic violence, child abuse and crime prevention. These roles encompass intervention, education and community development, and enhancing the gathering of evidence and investigation capabilities. Police also have a role in ensuring the welfare of victims by arranging medical and forensic examinations and court attendance.

Recently, police have been involved in a new role as part of the youth Indigenous offender diversionary policy. The policy is designed to divert Indigenous offenders from formal criminal juvenile processes with a focus upon improved relationships between police and young Indigenous people. Under the policy, South Australian police are required to assist Indigenous youth to divert away from the court system to the appropriate diversionary option *prior* to the initial police interview. The three diversion options for police are to refer to (Blanford & Sarre 2009):

- informal cautions for minor offences for which no official record is kept;

- formal cautions for minor offences where police can require relevant undertakings by offenders; or

- family conferences for more serious offences whereby families may come together with the victim to attempt to resolve the problem.

Preliminary evidence has revealed that the policy has demonstrated a reduction in certain categories of crime and feedback from staff members involved in the policy has mostly been positive (Blanford & Sarre 2009). The policy has not undergone formal evaluation yet, but looks to be a positive example of a policing strategy that focuses on prevention.

The *Restoring Order* report (CMC 2009) cites the South Australian police, along with the NT, as committed to interacting with communities and supporting long-running models aiming to involve Indigenous people in policing roles despite challenges. Further, the police in South Australia have run television advertisements to encourage recruitment of Community Constables and are introducing part-time female liaison officers in remote communities as part of a family violence program (CMC 2009).

South Australia Police has a target of 2 per cent of Aboriginal employment by 2010 by actively recruiting and offering traineeships to Indigenous people.

Western Australia

The regional police districts of Western Australia are serviced by a total of 123 police stations, including the multi-jurisdictional facility at Kintore (NT) and Warakurna and the existing ten Multi-function Police Facilities.

The WA Police have developed ten multi-functional police facilities in remote communities (with a further two in the planning stages) which are staffed by police and child protection staff with facilities available for Department of Corrections and Justice staff as required. Police initially considered operating these facilities on a fly-in/fly-out basis (undertaking two week rotations of duty each time), but now have permanent staff undertaking minimum postings of two years for the OIC and one year for the second police officer (each with options to extend their tenure if desired). The Review understands that the benefits of police stationed at those locations for identified periods of time, with the opportunity to learn the

requirements of the particular community and its members, was of greater value to their policing objectives than the short term fly-in/fly-out model. That model generally has greater logistical implications in ensuring police are available as required (particularly where the model applies to a number of police facilities) and frequently results in a turnover of police personnel with a reduced knowledge of and commitment to policing solutions for individual community needs.

The locations of remote and very remote communities are mostly in the police districts of Pilbara (15 police stations), Goldfields-Esperance (14 police stations) and Kimberley (12 police stations.) A total of 1,459 police are deployed across those stations, including 24 Aboriginal Police, resulting in a police to population ratio of 1:400 (Western Australia Police Annual Report 2008–2009).

WA Aboriginal Police Liaison Officers are being phased out (transition to full-sworn police officers) and in 2009, there were just 24 positions.

In its last Annual Report (2008-09), significant issues impacting the WA Police included communication challenges of regional radio networks, suitability and availability of accommodation to ensure resources are directed to areas of need and increased demands on policing services among other issues.

Queensland

The 17 Aboriginal and 20 Torres Strait Islander remote Indigenous communities in Queensland are located in the far north and north-western areas of the state, within the police districts of Cairns, Innisfail, Mareeba, Mt Isa and Townsville.

The 2001 Census reported Queensland's Indigenous population was 112,772, the second largest Indigenous population in Australia. At that time, approximately 50 per cent of Indigenous Queenslanders resided in large urban and regional centres; 27 per cent resided in remote or very remote areas; and 20 per cent resided in distinct Indigenous communities.

Fifteen of the distinct Aboriginal communities are located on the mainland and two are located on Palm and Mornington Islands. Community populations range from approximately 200 at Old Mapoon to in excess of 2000 at Palm Island.

The policing role in Aboriginal and Torres Strait Islander communities is undertaken by combinations of Queensland Police Service officers, Queensland and Torres Islander Police, Police Liaison Officers, and council employed Community Police Officers.

Queensland Aboriginal and Torres Strait Islander Police are recruited and trained by the Queensland Police Service and enforce community by-laws and local laws within their own communities. They can undertake additional policing functions in accordance with the powers and prescribed limits conferred by the Commissioner's instrument of appointment and are subject to a range of legislated disciplinary provisions.

Police Liaison Officers (PLOs) operate without powers, in a liaison role, which is to establish and maintain a positive rapport between multicultural and Indigenous communities and the Queensland Police Service. The training and management regime is similar to that of the Queensland Aboriginal and Torres Islander Police, and there are similar provisions governing behaviour, accountability and performance. In 2009, there were 152 PLO positions throughout the State, including

approximately 24 allocated to discrete Indigenous communities including Horn Island, Mornington Island, Thursday Island, Yarrabah, Palm Island and Woorabinda.

Community Police Officers are not personnel of the Queensland Police Service but are employed by local councils with limited powers and responsibilities under specific legislation governing Aboriginal and Torres Strait Islander communities. Their training, management and administration are the responsibility of the local council and the opportunity for supervision by members of the Queensland Police varies across communities. They can perform a limited policing role in remote communities where there may or may not be a police presence. Many are funded through the Community Development Employment Project. Staff turnover is high and it can be difficult to determine the exact numbers of Community Police Officers working in the communities.

There is no permanent Queensland Police presence on 15 of the Torres Strait Island communities where the function is performed by some 54 full time and 13 part-time Community Police Officers.

The precise details of total numbers of police stationed at remote Queensland Indigenous communities were not available to the Review, however from previous work it is known that in 2005 the police to population ratios in Indigenous communities were higher than that of non-Indigenous communities where the ratio was one officer per 438 people (Valentin 2007). In 2005 the police to population rations in remote Indigenous communities ranged from a high at Kowanyama of 1:112 to a low at Pormpuraaw of 1:325 (Valentin 2007).

According to the 2008–2009 Queensland Police Annual Report, there were at least 108 police positions at 13 remote Indigenous communities.

Issues and priorities for policing in Queensland remote Indigenous communities include:

- the on-going policing of Alcohol Management Plans;

- 'grog running' across communities;

- domestic violence; and

- issues arising from over-crowded housing, lack of economic development, education issues, unemployment, and inadequate health services, particularly alcohol demand reduction services.

The Queensland Police Service (2008-09) has a number of Indigenous programs, including the Aboriginal and Torres Strait Islander Justice Entry Program (JEP) traineeship, the JEP Indigenous Mentoring Program, and an Aboriginal and Torres Strait Islander Community Advisory Board.

Queensland Police also run a Cultural Appreciation Project that includes training for police officers and staff on policing in Aboriginal and Torres Strait Islander communities. Activities include developing community specific training packages for officers who are about to take up positions at specific communities. Fourteen community specific information packages, including Aurukun, Cherbourg, Doomadgee, Hope Vale, Kowanyama, Lockhart River, Mapoon, Mornington Island, Napranum, Northern Peninsula area, Palm Island, Pormpuraaw, Woorabinda and Wujal Wujal have been developed and are available to police officers commencing duties in these communities.

3.4   Service delivery standards and remote policing strategies

Analysis of the approaches adopted by other Australian police jurisdictions show that each utilises similar broad service delivery strategies. None appear to have specific standards for police service delivery in remote areas and communities in their jurisdictions.

International research indicates that other police services, particularly in the United States and Canada, experience similar issues and challenges to those of the Northern Territory. These include high crime rates (including high rates of violent and sexual crimes), limited or non-existent law enforcement in some remote communities, and criticisms of lack of cultural awareness by police. Again, there are no specific standards to measure the extent or quality of police service delivery to Indigenous communities.

Also, there is little evidence available on what is effective in these communities. These countries have struggled to find solutions to the problems of remote Indigenous policing and there is little empirical research available on the effectiveness of current policing models.

Current NT remote policing strategy

There are four general strategies (as outlined in the Business Plan) employed by NT Police to provide focus to police activities in remote communities (and elsewhere in the NT):

- the Remote Community Drug Strategy (RCDS);

- the Violent Crime Reduction Strategy (VCRS);

- the Peace at Home Project; and

- the Social Order Crime Reduction Strategy (NT Police 2009).

The NT Police remote policing strategy utilises current remote police station resources and personnel in pursuit of those generic strategies and core policing activities of protecting life and property, preventing and detecting crime, upholding the law and maintaining social order.

The NT Police Business Plan (2009-10) sets out activities required to meet the strategic priorities of the organisation (for urban, regional and remote areas) as well as providing performance indicators for stated outcomes (refer to Box 3.1).

Box 3.1

NT POLICE PERFORMANCE INDICATORS

The performance indicators for the Outcome of 'Community Safety and Crime Prevention' are:

- delivering community safety and crime prevention programs;
- people alone at home feeling safe during the day;
- people at home feeling safe at night; and
- improved satisfaction with police services.

The performance indicators for the Outcome of 'Customer Service Delivery (Response and Recovery)' are:

- people satisfied with most recent contact with police;
- time to answer 000 calls within 10 seconds;
- time to answer 131 444 calls within 20 seconds; and
- police dispatched to incidents within 10 minutes.

The performance indicators for the Outcome of 'Investigations' are:

- outcomes of property crime investigations within 30 days; and
- outcomes of crime against the person within 30 days.

The performance indicators for the Outcome of 'Road Safety' are:

- vehicles passing a mobile speed camera checkpoint;
- drivers breath tested;
- reduction in the number of people who have indicated having travelled without wearing a seat belt;
- reduction in the number of people who have indicated driving when over 0.05 alcohol limit;
- reduction in the number of people who have indicated driving more than 10 km over the speed limit;
- reduction in the proportion of infringements detected by speed cameras;
- reduction in the proportion of drivers breath tested who were detected for drink driving offences; and
- police dispatched to incidents within 10 minutes.

Source: NT Police 2009

Reporting on performance against activities and indicators is captured in the NT Police Annual Reports, utilising quantitative and qualitative measures. The latter includes information captured through the National Survey of Community Satisfaction with Policing, compiled as part of the annual Productivity Commission's *Report on Government Services* (2010).

Remote police service delivery activities are included in Operational Performance Reviews conducted across all service areas to measure, evaluate and provide continuous improvement to operational performance (refer to Box 3.2).

The NT Police Annual Report includes statistical reporting of crimes and other offences, showing percentages attributable to the activities of the NTER, Task Force Themis and domestic/family violence matters.

Box 3.2

NT POLICE OPERATIONAL PERFORMANCE REVIEWS

Operational Performance Reviews are intended to engender a performance culture which:

- accepts accountability;
- focuses management and staff on crime reduction;
- sets realistic targets;
- focuses management and staff on community partnerships;
- develops risk management principles and targets priority issues;
- builds on intelligence-led policing and problem-solving approaches;
- improves efficiency and effectiveness by identifying and disseminating good practice; and
- increases proactive measures of policing.

Source: NT Police 2009

Other Australian jurisdictions

Other Australian police jurisdictions have taken similar approaches to the NT in relation to the provision of police services to Indigenous communities.

For example, the NSW Police have outlined their Aboriginal policing strategy in their *Aboriginal Strategic Direction 2007-2011* (refer to Box 3.3).

Box 3.3

NSW POLICE ABORIGINAL STRATEGIC DIRECTION

The NSW Police Aboriginal Strategic Direction 2007-2011 sets out that district commands must at a minimum establish and report on their:

- Aboriginal Environmental Scan;
- the Local Area Command Aboriginal Action Plan;
- Crime Prevention Initiatives;
- Local Area Command Aboriginal Consultative Committee; or
- other corporate initiatives developed in response to meeting the stated objectives.

That Strategy has the following objectives:

- improve communication and understanding between Police and Aboriginal People;
- improve community safety and reduce fear of crime;
- seek innovation in the provision of Aboriginal Cultural Awareness and Aboriginal recruitment and retention;
- divert Aboriginal youth from crime and anti-social behaviour;
- establish an integrated approach to managing Aboriginal family violence:

    Appendix A   domestic violence; and

    Appendix B   sexual assault;

- develop a strategic response to Aboriginal substance abuse; and
- reduce offending and over-representation of Aboriginal people in the criminal justice system.

Source: NSW Police 2007

The management of Indigenous issues is included in the performance agreements of all NSW Police Deputy Commissioners, Assistant Commissioners and Local Area Commanders. The performance targets are mandatory for senior officers who impact or influence decisions on policing Aboriginal communities or the provision of police resources.

In Queensland, the *Strategic Directions for Policing with Aboriginal and Torres Strait Islander Peoples and Communities* (2008) sets a goal which is to ensure professional and equitable policing services are provided to Aboriginal and Torres Strait Islander peoples through consultation, advice, coordination and support. Strategies and key areas are outlined in Box 3.4.

Box 3.4

QUEENSLAND POLICE STRATEGIC DIRECTIONS FOR ABORIGINAL AND TORRES STRAIT ISLANDER POLICING

Six major strategies and a number of key actions are identified to support the implementation of those Strategic Directions, being:

- equitable service delivery;
- provision of specialist support;
- effective communication;
- appropriate use of police discretion and safety in custody;
- appropriate education and training for police; and
- equitable human resource management strategies.

Source: Qld Police 2008

With some exceptions the strategy document does not specify standards of service delivery, relying instead on generic actions to enable the major strategies to be achieved. It provides a broad approach to the provision of policing services and is intended as an ancillary document to the Strategic Plan.

In Victoria, the Police have outlined their objectives and actions in their *Reconciliation Action Plan* linked to the *Aboriginal Strategic Plan 2003-2008* (refer to Box 3.5).

Box 3.5

VICTORIAN POLICE ABORIGINAL POLICING OBJECTIVES

The Reconciliation Action Plan linked to the Aboriginal Strategic Plan 2003-2008 sets out four key objectives:

- a safe environment;
- avoid deaths in custody;
- delivery of cultural familiarisation training; and
- development of solid relationships to embrace.

Actions to achieve those objectives are:

- improving safety in custody — police strive to minimise the risk to Aboriginal people in custody;
- improving communication and liaison — to improve the level of communication and liaison through pro-active consultation and dialogue, and to identify and develop a mutual understanding of critical issues;
- improving training and education — through improved training and education, enhance positive relationships between members of Victoria Police and Aboriginal people;
- improving recruitment — to provide Aboriginal people with the opportunity to work with Victoria Police;
- improving crime prevention — to reduce the level of crime committed by and against Aboriginal people;
- improving the response to family violence and child protection — support the aims of the Victorian Aboriginal Family Violence Task Force and work in consultation with the Victoria Police Family Violence Unit and Sexual Offence and Child Abuse Unit; and
- improving the response to substance misuse with Aboriginal communities — to improve the whole of community response to Aboriginal people adversely affected by substance abuse.

Source: Victoria Police 2003

In Western Australia, the WA Police *Strategic Plan 2007-2010* is informed by specific strategy documents which (for remote area and communities) include:

- Alcohol Policing Strategy;
- Anti-social Behaviour Strategy;
- Crime Prevention Strategy;
- Emergency Management Strategy;
- Family and Domestic Violence Strategy; and
- Traffic Policing Strategy.

Qualitative and quantitative reporting is provided through the Annual Report against performance indicators for outcomes which contribute to the WA Government's reporting framework. The broad strategic directions and business plan does not include information on specific actions taken in remote communities by police in the delivery of their services.

In South Australia, guidance for police in advancing Aboriginal reconciliation issues is provided through its Aboriginal Reconciliation Action Plan (South Australia Police Annual Report 2008-2009). The key strategies are referred to in Box 3.6.

Box 3.6

SOUTH AUSTRALIA POLICE RECONCILIATION ACTION PLAN

Key strategies of that Plan include:

- enhancing and conducting Aboriginal cross cultural training programs;
- conducting community consultations with Aboriginal groups regarding key policing and community issues;
- developing strategies to increase Aboriginal employment within SAPOL to 2 per cent in five years;
- developing policies to assist in the retention of Aboriginal employees; and
- developing partnership strategies for increasing interaction/engagement between police and Aboriginal communities & non-government Aboriginal agencies.

Source: South Australia Police 2008

Actions in support of those strategies are undertaken in conjunction with broader strategies focused on issues such as road safety, domestic violence reduction and public order improvements. Achievements against the Plan are reported in the South Australia Police annual reports, however information is not provided in relation to specific actions taken in the delivery of services to or service delivery standards for remote communities.

Chapter 4

Community perspectives

The Review visited 31 remote communities to obtain input on policing in remote areas. The communities were chosen to provide a broad cross-section of communities across the NT, covering northern and central regions, communities with a permanent police presence, communities who recently received a Themis police station, and communities without any police presence. The list of communities who provided input to the Review is provided in Appendix C.

This chapter provides a summary of views from the community meetings, which were attended by traditional owners, elders and other community members. At some community meetings, representatives from shire, night patrol and other service providers and agencies also attended. Women groups were particularly prominent in raising issues within their communities. In some communities, the Review met with service providers separately.

Community members were asked to share their views on areas such as level of policing in the community, police responsiveness and accessibility, safety concerns in the community, night patrols, safe houses, police involvement in the community, Indigenous and female representation, other community initiatives to improve safety. For communities that have a Themis police station, community members were asked to comment on any noticeable changes since the police presence was established.

This report also takes into account the views of community members who participated in James Pilkington's research on *Aboriginal Communities and the Police's Taskforce Themis: Case studies in Remote Aboriginal Community Policing in the Northern Territory* (2009). This report (not released at time of writing) reviewed policing in 14 of the 18 communities where Themis police stations have been established. The present Review visited the remaining four communities with a Themis police station.

Community perceptions of policing are often formed on specific experiences with individual police officers, as well as experiences of relatives and community members. While policing has changed over that time, historical and past incidents often still form part of a community's views, particularly if there were serious consequences as a result of a past incident.

4.1   Views on current policing in remote communities

Community members and service providers want to feel safe and many believe permanent police stations offer the best means of ensuring safer communities. Survey research undertaken in 14 communities (where a Themis station has been established) indicated that 75 per cent of respondents want a permanent presence (Pilkington 2009).

For those communities that have recently had a police presence established (as part of Task Force Themis), qualitative feedback obtained from consultations suggests that there have been significant improvements. Feedback from Pilkington's research (2009) also indicates improvements since the establishment of Themis stations (17 per cent said 'everything' had improved, 46 per cent said there had been an improvement with alcohol issues, 45 per said there were improvements in the level of community violence, and just 14 per cent said there was no improvement). Pilkington (2009) notes that there is a correlation between crime reductions and high police approval ratings with police being responsive, visible and engaged with the community.

Communities without a permanent or Themis police presence generally held strong views about the need for greater access to police services, whether permanent or overnight facilities. Communities were generally critical of patrols from other communities, both because response times were to slow to address incidents in the time needed and because police did not use patrol time sufficiently to engage with the community in proactive or preventative policing.

Community members also expressed strong support for effective night patrols and safe houses, as other means of ensuring safer communities. In some cases, there was confusion about how the services interact with the police and each other and roles and responsibilities. The Review visited communities where night patrol was working effectively in addressing community safety concerns such as excessive alcohol consumption, disputes, youth out at night, drug abuse, gambling and truancy. In these communities, night patrol worked closely with the police and met regularly to discuss issues of concern. On the other hand, the Review visited communities where night patrol was not working effectively (or not working at all) and safe houses were not operating due to lack of personnel to run them. Community members were supportive of night patrols, safety shelters and sobering-up centres as means of addressing community safety concerns.

Community expectations as to the level of policing services which should be provided in their communities are generally high. Communities with a permanent police presence expect prompt response times to attend to incidents that have been reported. Frustrations run high when police officers are unavailable or have slow response times; for example, off-duty, or currently out of the community due to court attendance or scheduled patrols in other locations. This is particularly evident in two-person police stations. Qualitative feedback from the consultations also indicated communities would like to see more female and Indigenous representation. Female representation is particularly important for women in the community to discuss and report issues. Indigenous representation is important to many community members as they believe it will improve cultural understanding, ensure adequate interpretation of policing matters and assist in building better relationships between communities and police. There was mixed feedback about whether Indigenous representation should be recruited locally or outside of the community.

Community members also welcome and have high expectations of the community engagement work that police officers are expected to undertake as part of their responsibilities in communities. This was also a key finding of Pilkington's research (2009).

Overall, the community consultations indicated that communities have high expectations of the policing role in remote communities, and often there is a 'gap' between community expectations and actual delivery. Where communities understood the role of policing, their expectations reflected police capability.

4.2 Improving and enhancing policing in remote communities

It is generally acknowledged that perceptions of community safety are strongly related to the 'visibility' of policing, which requires having '*the right people at the right place at the right time and doing the right things*'.

Perhaps the most significant and constant theme to emerge from the consultations was the need to establish consistency across communities in the way and extent to which police communicate with the communities. Where a level of common understanding exists between police and community members as to what policing can and cannot deliver and when and how that delivery might occur under different circumstances, there is also an enhanced prospect for more realistic expectations of the available police resources.

This section discusses findings that can improve and enhance existing policing resources in remote communities. Some of these are low-cost activities that require minimal effort and could potentially have a big impact in some remote communities. Some of the findings are about reinforcing current procedures and policies as they do not appear to be applied consistently across remote communities.

The following findings arise from community feedback as well as the Review's analysis of community service providers and other stakeholder feedback. They are grouped as follows:

- achieving maximum effect from community policing activities;

- ensuring available police presence is placed optimally;

- ensuring police response is timely; and

- attracting and retaining the right staff.

Findings — achieving maximum effect from community policing activities

It should be reinforced that expectations of community policing in remote communities includes:
- *workload planning and capacity building to incorporate time for 'community policing/engagement' activities;*
- *explicitly acknowledging the importance of showing respect and judgment of community in application of criminal law and the importance of 'one law for all';*
- *acknowledging the importance of police as community role models, especially for youth, (including by participating in activities, working with other service providers such as youth workers and sports officers);*
- *providing support and mentoring for ACPOs (or community liaison officers) and night patrols;*
- *being seen more outside of cars in the community, whether on patrol or as part of community activities;*

- *being involved in community/agency coordination/governance meetings;*
- *regularly meeting with community members to explain roles and, responsibilities and obligations; and*
- *undertaking local cultural training with community elders.*

Police in a community should develop a 'community profile' (which should at least cover specific cultural issues, key issues for the community and important relationships) and use this to handover knowledge to new or relieving police and other service providers.

Police should discuss and seek agreement with community leaders (at an operational level) on protocols for law enforcement (including development of mutual respect and regional partnership agreements). These agreements should have local ownership of and accountabilities for actions under the agreement.

Existing quantitative performance data should be supplemented by community and service provider satisfaction surveys, appropriate for use in remote communities, to provide a broader measure of success in delivering policing services. Achievements and progress should be reported in the NT Police Annual Report in addition to standard management reviews.

Community members and other service providers should be involved in rating satisfaction with community policing. Such ratings would provide a community perspective on whether the police in a particular community were addressing the issues of concern to the community. There may be an opportunity to include these measures into broader measures developed for local implementation plans for Regional Service Delivery (RSD) sites.

Station inspections should also be re-invigorated to occur on a regular basis and include meeting with community members and service providers. This would provide an opportunity to address questions around community engagement and be part of the community feedback and monitoring discussed above. While this will require the allocation of additional 'inspection' time, it will help improve drive accountability for the achievement of community policing service standard in practice.

Findings — ensuring available police presence is placed optimally

Systems, processes and infrastructure should be reviewed to identify opportunities to maximise the time that police are available to undertake community policing; that is, outside of police station and within the community itself.

While police stations are expected to remain open during the day, it is often at night when policing need is greatest. It should be reinforced that police stations operate on shifts aligned with times of peak demand; such as evening rather than day shifts on pay days. Police should work with communities to manage expectations regarding station opening hours and district patrol responsibilities.

Administrative duties which do not directly relate to community policing or engagement should be reviewed for simplification. As an example, MVR workload could be reduced by improving e-payment facilities and/or by using other agencies. Alternatives should be investigated to station police being required to provide escort services for offenders, such as transport to court. Greater use of faster transport modes, particularly by air, when needed would also help maximise time that police are available in the community.

There should also be greater used of overnight facilities (or police posts/offices where police officers can work in communities) for communities that do not have a permanent police presence.

Communication (both processes and technology) with night patrols should be reviewed to make greater use of night patrol capability. Police should work with shires and night patrols to establish an understanding of roles and responsibilities, and protocols for working together. The Review understands there is work underway to establish MOUs between police and night patrol.

The policing role in schools should be reinforced to assist in addressing truancy and other school safety issues. Community feedback suggests school-based police officers should be re-introduced however it is acknowledged that school-based activities should be part of community policing, rather than requiring a separate role. Incorporating school-based activities within a community policing role will also include hosting or supporting blue light discos, safety education and other areas which are currently supported from urban centres such as Darwin.

Community infrastructure such as sobering-up shelters and safe houses should be established in the right locations to reduce demand on police facilities, such as using lock-ups for intoxicated people, or sheltering domestic violence victims within the police station. Establishing such infrastructure also provides local employment opportunities and ensures shared responsibility of community safety issues.

Findings — ensuring police response is timely

It should be reinforced that police stations are to operate on shifts aligned with times of peak demand; such as on pay days schedule evening shifts rather than day shifts. While police stations are expected to remain open during the day, it is often nights where policing need is greatest. Police need to work with communities to manage expectations about station opening hours and district patrol responsibilities.

Police should also work with community and other service providers to identify potential offenders/offences and pre-empt incident, such as working with hospitals/clinics/schools to identify high risk situations.

Darwin and Alice Springs call centre staff (for either 000 calls or diverted coverage when station phones are switched through after hours) should be well informed about remote communities — in relation to their location/facilities. The Review heard of some police stations that do not switch phones through when they are off-duty as they have concerns about how community issues will be dealt with at regional centres. Community members also provided feedback on sub-optimal responses from call centres.

Findings — attracting and retaining the right staff

Consideration should be given to establishing a specialist career stream and command structure in order to provide an effective managerial focus for the delivery of policing services to remote communities.

Longer-term postings should be required to ensure greater level of community understanding and relationships. At the moment police officers are encouraged to stay longer and have the option of extending their posting. Themis stations should be 'normalised' to enable such longer-term postings (of 2-3 years).

A mentoring team, comprising police officers with proven success in community policing, should be established to transfer skills and experience to police officers in remote communities. This should be supported by an internal website (intranet) to share community engagement approaches and good practices, including case studies, tools, guidelines, and other relevant information.

Consideration should also be given to establishing a locum pool of relief police experienced in working with specific communities. This would provide continuity in relief for communities, where, for example, police officers based in a regional centre could have relief responsibility for a cluster of communities.

Consideration should also be given to establishing a career path from night patrol to ACPO to enable better support for potential police recruits. Indigenous representatives should be supported, such as through mentor programs and provision of more extensive numeracy and literacy programs, and not placed in communities in isolation. Priority should be given to establishing and improving housing to enable existing ACPOs to be placed in remote communities that currently do not have housing available.

The school-based apprenticeship/cadetship program should also be re-invigorated. It is understood that funding has recently ended for this program and feedback suggests it is an important program that establishes links between school students and the police force enabling future recruitment into the police force or other government services. This program should also include fire and emergency services.

Chapter 5

Service standards, models and strategies

This chapter provides an overview of current resource planning at NT Police, the importance of needs based planning to allocate policing resources equitably according to community need, improving service delivery models, and the development of service delivery standards. This section of the report also looks at the role of community and service providers in addressing community safety issues.

5.1   Resource planning

The current distribution of police is largely based upon historical allocations, supplemented by decisions made in response to knowledge of local needs.

Although not currently in use, NT Police have developed a resource allocation tool to provide guidance on allocating police to each of the 37 police districts. The allocation is based on variables relating to:

- current police numbers;

- population;

- reported offences; and

- recorded police activity.

The model output is the number of police staff. A key factor in the model is non-core police activity ― which accounts for recreation leave, rostered days off, fares out of isolated localities (FOILs) and miscellaneous leave and non-specific activity.

Much of the data used in the resource allocation tool are not available for the individual communities being considered in this Review. Accordingly, the model, as currently designed, is not applicable for the allocation of resources amongst all remote communities. A related concern with the resource allocation tool is its underpinning assumption that current resource allocation is broadly correct. Consultations indicate that this assumption is not likely to hold in many remote communities. A further issue is that the Northern Territory comprises a large number of relatively small communities with highly variable characteristics that render it difficult to apply simple formula-based approaches.

Needs based planning

A key challenge therefore facing the delivery of policing in the Territory is ensuring that resources are allocated equitably on the basis of community need. This challenge is typically met in other contexts by the application of formal needs based planning approaches, ensuring that resources — including personnel, equipment and facilities — are allocated equitably and to best effect. The remote nature of many communities in the Northern Territory is also an important factor, with response times greatly influenced by the distance travelled by police and the quality of roads.

There is extensive literature examining factors influencing the need for police resources. Crime is often looked upon as being the principal determinant of need for policing services. However, measures of crime are problematic, with variations in police activity (and not necessarily resources) able to influence *reported* crime levels. This is certainly an issue in remote communities — it is envisaged that communities with no permanent police presence have lower reported crime, but this is not necessarily a reflection of *actual* criminal behaviour and social disorder.

Increasing the number of police may well produce an increase in the level of reported crime, as more police attend to and report more crimes. In turn, this can produce a rise in levels of fear of crime, for example as people react to the increase in crime stories reported by the media. These factors present a significant challenge for developing a model for informing policing resource allocation decisions.

The criminological literature is clear that the level of crime and social disorder is only partly affected by police resources or numbers. Rather, the root cause of offending is a wide range factors beyond the control or influence of the police, including:

- poor living conditions;

- dysfunctional families;

- poorly socialised individuals; and

- lack of economic opportunities (Weatherburn 2001).

These factors are commonly believed to lead to social disorder and associated criminal behaviour. Research in the United Kingdom has suggested that the following factors are related to crime levels, and thus police activity:

- population density;

- number of households renting;

- residents in over-crowded households; and

- number of young males on unemployment benefits (Carr-Hill 2000).

Other research has found that factors such as communities with a high proportion of single parent families, and low educational attainment also have higher levels of offending. Factors such as age and gender composition are also important. For example, the Queensland Crime and Misconduct Commission (2009) found that in Queensland Aboriginal communities, 80 per cent of offences against the person are committed by males, and that most victims of offences against the person are females. Furthermore, a high proportion of offences against property are committed by juveniles aged 10-14 years.

Consultations undertaken as part of this project have confirmed that the above factors are very much applicable in the context of remote communities. However, an additional factor that is considered significant in remote communities is the proximity to legally available alcohol. In particular, consultations have suggested that the greater the proximity to legally available alcohol, the greater the likelihood of alcohol related violence and other incidents. Indeed, once the proximity to alcohol extends beyond a certain point, the likelihood of community members returning to the community intoxicated is greatly diminished.

Measuring factors influencing the need for policing

There are two obstacles to using these traditional needs based factors in the remote community context:

- lack of quality data at the community level; and

- lack of statistical variation between communities.

The lack of quality data at the community level has been highlighted in discussions with the Australian Bureau of Statistics regarding population data. The populations of remote communities can be highly transient, meaning that even population estimates are problematic.

A separate issue that is evident from consultations is a lack of variation between communities on the basis of many 'standard' needs factors. For example, unemployment and welfare recipient status are frequently identified in the literature as being related to the need for policing. However, there appears to be little difference between communities on this basis (ABS 2007).

Community strength

One area where consultations have revealed significant variation is community strength. Community strength is determined by a combination of both social capital and relevant economic factors (Cayaye as cited in Lawrence 2007).

Economic measures such as employment and economic viability are frequently identified as important in defining the strength of communities. However, these measures are less relevant in remote communities due to the lack of variability identified above. However, the field consultations have indicated that there is significant variation on social capital measures of community strength, such as:

- community participation;

- community interaction and trust levels;

- social network and organisational structures; and

- educational participation.

In rural areas, there is empirical evidence that high rates of community participation by local residents contribute to reductions in crime and subsequent need for policing (Simcha-Fagan Schwartz as cited in Carcach and Huntley 2002). For example, a study conducted by Carcach and Huntley (2002) indicated that a 10 per cent increase in participation in community orientated activities was related to declines of 1.9 per cent and 0.5 per cent in the incidence of violent and property crime respectively in an observed New South Wales community.

Separately, high levels of participation in community organisations have been found to moderate the effect of high population mobility on local crime rates. A reason for this may be the existence of stable platforms for the establishment of social networks and community organisations, which act as catalysts for community participation (Carcach and Huntley 2002).

Community participation can also extend to crime prevention policies, allowing for planning to be done by those who have an intimate knowledge of problem behaviours, the capacity of the community, and solutions that are likely to be effective (Attorney-General's Department 2009).

In terms of community interaction and trust levels, people who feel attached to, and believe in, their community are more likely to participate in community activities and establish social networks and organisations. Trust in the community is also an essential platform if community participation is to become apparent (Sampson as cited in Carcach and Huntley 2002).

Finally, there is a clear negative correlation between educational participation and youth interaction with the justice system. A failure to complete year 12 has a strong positive correlation to persons being legally charged by the judicial system at some point during their lives (Lawrence 2007). Outside of family, it can be argued that school participation plays the most important role in reinforcing social norms and thus reducing youth crime levels (Hazlehurst 1996).

Developing an index of need

Drawing together the above findings regarding factors influencing the need for policing, data availability and variability, it is not possible to undertake a robust statistical analysis to identify need for policing for specific communities. The available data do not exist to support such an approach at this time.

Future resource allocation should be based on further defining and collecting sufficient data to develop and analyse an 'index of need'. The index of need should take into account factors such as:

- community population — not just total population (both within the *primary* community and associated outstations), but with attributes including population density (per household), proportion of the population in high risk age and gender groups;

- incident rates — knowledge of reported and unreported incidents, particularly with attributes in relation to alcohol and domestic violence related incidents, substance abuse and traffic related offences, care/protection orders, and presentations at medical clinics;

- remoteness factors — area covered and travel time from the *primary* community to associated outstations and other population groups, with attributes including time distance to the nearest police station, condition of roads, susceptibility to flooding, and time distance to the nearest access to licensed alcohol premises; and

- community strength — comprising attributes such as established cultural governance and authority structures, council participation, school attendance rates, participation in employment, sporting/recreation programs, and active night patrols.

These factors (and their attributes) endeavour to take account the important issues of potential scale of need (population), current issues requiring attention (incident rates), difficulty in providing services (remoteness) and ability of the community to assist in addressing the issues (community strength).

Many of the attributes are intangible in that they require subjective assessment, gained through discussion with police, the community and other service providers. Through careful selection and articulation of the ranges of experience in relation to these attributes across the remote communities, it is possible to assign values to and combine each attribute, whether tangible or intangible, into an overall index of need. Through building in the inability to give weight to intangible as well as quantitative measures, this approach overcomes the issues facing simple arithmetic combination in traditional formula-based approaches to resource allocation. This approach also involves input from, and is therefore useful for, all service providers when planning resource allocation across remote communities. This input should be ongoing, enabling the index to be tested and refined over time.

For the purposes of this Review, however, an indicative 'index' has been used, drawing on assumptions and data where available for community populations and confirmed incident data. While the limitations of this approach are acknowledged, especially in relation to explicit consideration of remoteness and community strength factors, it is nevertheless a useful starting point from which to test and continue to refine as more data become available.

Community population and number of confirmed incidents data were available for sixty-three communities. Community population data and number of confirmed incidents data were both fitted to a normalised distribution curve for each individual community. As an initial estimate of the relative importance of these factors in determining a community's index of need, confirmed incident data was weighted more highly (0.6) than population (0.4).

The resulting indices of need for the sixty-three communities were divided into four according to a normal distribution, classified as very high, high, moderately high and moderate levels of need (refer to Table 7.1).

The inputs for the indicative index of need score — community population data and confirmed incidents data — are briefly outlined below.

Community population data

Population data were sourced from unpublished data. This data are explained further in Chapter 2 and Appendix A. Population is available for sixty-three of the seventy communities in the community list.

Confirmed incidents data

Crime data in the form of confirmed incidents data were sourced from NT Police. The latest available data (2009-10 data) have been used to rank communities in terms of the number of confirmed incidents. Other available data include:

- percentage of confirmed incidents that involved alcohol;

- percentage of confirmed incidents that involved domestic violence;

- percentage of confirmed incidents that involved drugs;

- percentage of confirmed incidents that involved assault; and

- percentage of confirmed incidents that involved disturbances.

The data was sorted by 'common place name' in order to better identify communities. Categorising by 'suburb' disproportionately weights crime data towards those communities that have police stations. The limitation of using 'common place data', however, is that in many cases, this field is not completed at the data entry stage. As such, missing data is an issue with this classification.

Table 5.1 below lists the top ten locations in terms of the number of confirmed incidents and the number of incidents involving domestic violence, alcohol, drugs, assault and disturbance.

As can be seen from Table 5.1, Wadeye, Maningrida and Gunbalanya feature in the top ten in each chosen category. The data also show that 22 communities have three or more confirmed incidents occur per ten people:

- eight confirmed incidents per ten people — Peppimenarti;

- six incidents per ten people — Belyuen, Imanpa, Ti Tree;

- five incidents per ten people — Kalkarindji, Mutitjulu, Willowra, Papunya, Elliot;

- four incidents per ten people — Haasts Bluff, Kintore, Finke; and

- three incidents per ten people — Ali Curung, Alpurrurulam, Barunga, Bulman, Gunbalanya, Lajamanu, Milikapiti, Wadeye, Yarralin, Yuendumu.

Qualifications and limitations

Population data and crime data are lacking for many communities — only sixty-seven communities have population data (refer to Appendix A for further information on the community list) and only sixty-five of the seventy communities have crime data available. A further issue is that of missing data for the 'common place name' field, as previously discussed. As such, for these communities the extent of the crime issues is not known.

The limitation of using confirmed incident data is that in terms of number of incidents, there is likely to be a bias towards those communities with or close to a permanent police presence. To illustrate, if two communities have the same underlying level of crime, the community with a permanent police presence is likely to have a much higher level of reporting of this crime.

The above interim approach to identifying and ranking the needs of communities is later utilised in Chapter 7 to develop estimates for the nature of additional policing and associated funding required.

Table 5.1

TOP TEN LOCATIONS PER ISSUE

Total no confirmed incidents	No. of incidence	Domestic violence involved	No. of incidents	Alcohol involved	No. of incidents	Drugs involved	No. of incidents	Assault involved	No. of incidents	Disturbance involved	No. of incidents
Nhulunbuy	941	Maningrida	91	Kalkarindji	98	Nguiu	28	Nguiu	30	Wadeye	155
Wadeye	486	Wadeye	77	Wadeye	86	Maningrida	19	Lajamanu	13	Maningrida	117
Maningrida	457	Nguiu	76	Gunbalanya	86	Angurugu	10	Gunbalanya	12	Nguiu	100
Nguiu	281	Yuendumu	56	Milikapiti	76	Wadeye	9	Maningrida	11	Gunbalanya	96
Gunbalanya	264	Gunbalanya	56	Maningrida	68	Nauiyu	7	Yuendumu	11	Yuendumu	70
Yuendumu	235	Ngukurr	45	Ti Tree	66	Gunbalanya	6	Galiwinku	10	Ngukurr	68
Elliot	229	Angurugu	43	Lajamanu	65	Milikapiti	6	Wadeye	10	Angurugu	61
Humpty Doo	210	Kalkarindji	33	Peppimenarti	65	Mutitjulu	6	Mutitjulu	9	Nauiyu	52
Kalkarindji	205	Nauiyu	33	Nauiyu	64	Minyerri	5	Yarralin	8	Kintore	50
Lajamanu	204	Ramingining	33	Nguiu	57	Acacia Larrakia	5	Ramingining, Numbulwar, Kintore	7	Gapuwiyak	49

Source: NTER 2010, ABS unpublished data

5.2   Service models

Improving service delivery options

Strategies and delivery options for police services will always be limited by the available resources in circumstances where frequently demand can exceed supply.

There is a need to develop a commonly accepted view (including within remote communities) of what constitutes 'sustainable policing' in the context of remote communities.

There can be considerable differences of view between community and other service provider expectations of police responsibilities and the generally accepted (and legislated) role for police. Police in remote communities can become engaged in tasks which would be normally undertaken by other agencies in larger centres, leading to heightened and unrealistic community and agency expectations of police.

The development of police and community agreements on responsibilities and participation is essential to the wellbeing and development of communities or police will continue to be in under supply and over demand. These need to have the involvement of local police officers and community members. These could be expanded to include other agencies.

Delivering police services through ACPOs and quasi-policing night patrol services needs to be pursued within the limitations of the numbers of Indigenous people willing and suitable to undertake those roles.

The command structure of the NT Police has recently been changed to enhance focus on the delivery of police services to remote communities. This is a positive move towards balancing the efforts of policing between metropolitan, regional and remote areas, and provides an opportunity to ensure that associated internal planning and governance arrangements also appropriately focus on the delivery of remote policing services and that NT Police activities are reflected through its reporting arrangements.

In view of the unique nature of policing the remote communities and the significant police resources required to deliver those services, it is essential that governments, communities and the public are aware of the strategies, plans, activities and achievements in that area through a relevant, specific section of the NT Police Annual Reports.

In relation to alternate forms of service models, rapid response models for the provision of police services are generally only effective for the deployment of specialist officers, for a particular purpose over a limited time frame.

Hub-and-spoke models offer the potential of a greater resource base but require careful rostering to overcome the disadvantage of reduced individual officer knowledge of communities, their elders and customs while requiring similar infrastructure to permanent community based police. Hub-and-spoke models also support the use of mobile police facilities that can be utilised where a police presence is required for a certain period.

Community based police provide the potential for best interaction with and knowledge of a community, its leaders, issues and circumstances yet requires greater allocation of resources and infrastructure. A perspective from Queensland's Crime and Misconduct Commission is illustrated in Box 5.1.

Box 5.1

COMMUNITY POLICING — QUEENSLAND PERSPECTIVE

In the *Restoring Order* report, the Queensland Crime and Misconduct Commission notes that there is no single definition of a model of community policing but says it is a way of engaging with the community where public views and cooperation are important. Community policing can be conceptualised as the following:

'…encouraging the public to become partners with the police in controlling and preventing crime. It does this by demonstrating to the public that police are prepared to respond to their security concerns, value their advice and will act in a fair, honest and impartial manner. In exchange, police ask the public to assist them by providing information about crime, criminals and circumstances that create crime and by contributing their time, resources, and moral support for crime prevention programs' (Bayley 205 p. 3 in CMC 2009, p. 106).

While evidence is not conclusive on the effectiveness of community policing in reducing crime, there are certain elements of community policing that are effective in improving crime and disorder rates including door to door visits and employing attempts to enhance police legitimacy in the community. Informal interactions between police and the community as well as getting the community involved in prioritising crime are important factors of community policing.

Patrolling is a key concept for policing in remote communities which may also fit under the umbrella of community policing. 'Hot spot' patrolling, that is, patrolling where crime is likely to occur can be an effective way to reduce crime. The *Restoring Order* report recommends more emphasis on patrolling in Queensland's Indigenous communities. Two reasons for focusing on patrolling are that there is 'high quality research evidence that directed patrols in high-crime areas are productive' (p. 124) and that patrolling, along with increasing the visibility of police in a community could also build community confidence in police.

Source: CMC 2009

Establishing infrastructure associated with permanent community based police is exposed to risks of community population mobility. The Review heard of instances where community members moved away from communities once a permanent station was established, while on the other hand, some community members have moved to communities which they viewed as safer due to permanent policing presence.

The nature of policing dictates that permanent community based policing does not guarantee a constant police presence in those communities at any given time.

Specialist policing support

Access to and capacity of specialist officers, services and cross-service support was not raised as an issue of concern in the majority of remote police stations. According to analysis, there is currently 0.6 specialist police per police officer working in a remote community.

There was only one station that was visited that raised an issue where specialist support was requested (motor vehicle accident inspectors and arson investigators) and was not provided. The regional stations advised that there has been significant workload impact on the smaller investigation teams in their stations due to the establishment of the 18 additional Themis stations and increased reporting.

It is noted that the Child Abuse Taskforce (CAT) had visited a number of communities consulted by the Review. It is understood that the CAT team has a focus on community engagement and the continuation of this approach should be encouraged. The Review noted some concern within communities about the CAT team visiting, including some community members feeling uneasy about visits and concerned about their approaches to community members. Ongoing community engagement efforts will assist in overcoming these concerns.

In general terms, where specialist support has been required, it has been provided.

Strategies to achieve appropriate coverage

The unpredictable nature and timing of demands for police attendance in remote communities, and their associated demographical and geographical factors, requires a benchmark to be established to ensure maximum potential service to those communities.

The benchmark for 'appropriate coverage' should be used in conjunction with an 'index of need' as discussed earlier, in confirming that the best potential use of available resources is provided for, particularly where the needs of the community may not justify the positioning of a full time police presence.

'Appropriate coverage' is closely connected with a 'sustainable level' of policing: demand for police services may, for a number of reasons, from time to time exceed available supply thus balancing demand and supply can be kept in focus for both police and community through adopting commonly understood and accepted principles for this aspect of police service delivery.

A suggested working definition of 'appropriate coverage' is:

> The location of sufficient numbers of police in key remote NT communities to provide a level of policing service to those and nearby communities proportionate to existing and projected population numbers and existing and projected requirements for police services, taking into account community strengths and needs.

There are three basic options for the delivery of police services to remote and very remote communities in the Northern Territory:

- the 'comprehensive model' of a permanent police presence and police facilities in every community;

- a 'hub-and-spoke' model with either regional or community hubs; and

- a 'fly-in/fly-out' model for providing police to specific locations for limited periods of time. [Note, fly-in/fly-out could also be drive-in/drive-out.]

Whilst community feedback suggests that many community members would prefer a permanent police station, this option is not feasible or sustainable. A hub-and-spoke model is recommended as the most appropriate for extending policing coverage in the Northern Territory, supported by a fly-in/fly-out model for specialist police or other short term police response. This includes use of mobile units which can be deployed to communities with specific safety issues that require additional policing support to address.

The advantages and disadvantages of these options are explained in Table 5.2.

Refinement of the present approach to providing policing services to remote communities through the establishment of permanent facilities in a community, a defined patrol area, adding visiting office and accommodation facilities in nearby communities and additional staff to provide capacity for continuous policing in the 'home' community and regular police patrols to other communities is seen as the most efficient approach.

Table 5.2

BASIC OPTIONS FOR DELIVERY OF POLICE SERVICES

	Advantages	Disadvantages
The 'comprehensive model' of a permanent police presence in every community	Provides greatest likelihood of police being available to respond to community calls for assistance. Enables police to gain maximum knowledge of the community, its issues and possible solutions. Ensures the most equitable distribution of police resources across the Northern Territory.	Is inflexible if/where a community experiences a significant population decrease. Rationalisation of the distribution of police resources based on 'need' becomes redundant. As a policy may divert police resources from other, higher priority demands. The costs of staff, infrastructure and associated support arrangements are considerable. There are considerable lead times associated with establishing all of the facilities required for a fully functional police complex, including housing.
The 'hub-and-spoke' model	Can concentrate greater numbers of police in fewer locations from which to service outlying communities (i.e., expansion of the present arrangements). The greater number of police can better respond to multiple requests for police attendance than two or three person police teams based in communities. A regional base may offer greater options for accommodation for police than is the case in community locations. Enhances the possibility of providing a more equitable level of police service to a number of communities without incurring the entire infrastructure costs associated with permanent facilities in communities (i.e. through use of overnight facilities, office space or fully equipped mobile police stations). May make remote police service more attractive to a greater number of police where the base is closer to the benefits and facilities of a larger regional centre. Provides greater options for providing relieving police to permanently established remote police stations. Provides options for regular female and Indigenous representation at 'spoke' communities.	Requires office, short term accommodation or mobile units to be provided in communities outside the hub. Can lead to uneven levels of police presence in communities as calls of greater priority elsewhere are attended to. May lead to a number of police having some knowledge of the communities within the districts covered from the hub but without having any detailed knowledge of a particular community and its issues. Requires greater coordination of police resources and additional transport. Requires considerable lead times to establish the related staffing and infrastructure requirements.
The 'fly-in/fly-out' model (or 'drive-in/drive-out')	May be more attractive for police who would spend less time in particular communities. Useful means of providing police coverage in locations where 'need' is otherwise not so great. Can provide a pool of police with remote policing experience for deployment to other locations. Provides flexibility in the use of staff between rotations to remote locations.	Continuity of police knowledge of particular communities and issues can be lost. Removes police from the sense of 'being part of the community'. Reduced ownership by police of the solutions to identified problems within communities. Community members may become disassociated from their police.

Source: Allen Consulting Group, 2010

Implications for Themis police stations

The established Themis police stations, now providing policing to communities previously without such services, must be considered as part of current and future policing arrangements. It is unrealistic to expect a community which presently has the benefit and support of a Themis facility to have that withdrawn without well researched, demonstrable reasons.

Consequently, the staffing for and roles of the existing Themis stations should continue to be an evolving function within NT Police, recognising that it will take time to recruit, train and deploy sufficient NT Police officers to replace the present AFP staff at those stations.

While there remain insufficient NT Police to replace the current AFP staff and acknowledging the desires of the respective communities that the Themis stations continue to be maintained, there appears little option to either a continuance of the AFP commitment to the Themis stations or additional staff being provided by other Australian police forces until NT Police staffing levels are sufficient to replace the temporary police from other jurisdictions.

While six of the present Themis stations are to be converted into permanent facilities, the future for the 12 remaining stations remains in question. Each is a demountable structure which is not suitable for permanent occupation or for police accompanied by partners and families, and therefore is subject to undesirably high rotation levels. The Review understands that it is costly to remove or relocate the demountable structures, yet their condition and value is such that it is critical, for both economic reasons and community perception, that their physical potential is realised once any permanent police infrastructure is completed. The Review notes that the demountable structures are Australian Government assets.

If existing policing levels are to be maintained in those communities, and the Themis facilities replaced by permanent infrastructure, the options are to:

- relocate the demountable buildings to alternative locations where the police presence will be provided either by a fly-in/fly-out or visiting police patrol service arrangement;

- gift and convert the demountable buildings to the communities in which they are presently located, once permanent police infrastructure has been established or a determination otherwise made as to how police services are to be provided to the particular community; or

- withdraw the demountables from the communities for use or disposal by other government agencies.

Extending current police presence

It is proposed that the establishment of future police stations should be assessed through the application of the 'index of need', the 'appropriate coverage' and 'sustainable level of police' tests discussed previously. Given this, the Review makes some preliminary recommendations on and estimates of the funding required for:

- establishing permanent police stations in communities that have a strong need for additional policing support; and

- increasing resources in hub communities to support an extended network of overnight facilities.

These are discussed further in Chapter 7.

5.3   Development of service delivery standards in the NT

The existing and possible future level of investment of personnel and infrastructure for policing remote areas and communities provides an opportunity for greater focus on those activities in a manner which can be beneficial for the communities while ensuring that the use of personnel and infrastructure is as effective and efficient as possible. In particular, the Review believes that the opportunity is presented to more clearly set out the standards for the police services which are to be delivered to remote communities and to also develop measures for the effectiveness of those activities.

The Review heard through community consultations of the 'gaps' between the expectations of community members and police officers as to the services police could or should provide to a community. An established, well communicated service delivery standard should assist communities in understanding the nature of the services to be provided by police and the capacity of the police force to deliver those services. This includes an understanding of the factors which can apply to policing, such as unpredictable demands for police attendance, prioritising work loads, emergency situations and responses, limitations on available staff numbers, distances and travel times between locations.

Because of the uniqueness of the NT remote communities and their individual characteristics, interstate and international remote policing arrangements do not provide any specific service delivery standards which might be adopted. Consequently the Review believes it is necessary to establish either a single standard or variations of a single standard which can be introduced to remote communities.

The service delivery standards are viewed as 'what' the NT Police intends to deliver to the communities. The 'service models' detailed earlier are viewed as the means (or the 'how') the delivery of policing to the established standards will occur. The individual characteristics of remote NT communities indicate that service delivery standards need to provide consistency between communities in 'what' is delivered while accommodating variations in 'how' that is delivered. For example, the needs of a remote community in Central Australia will be similar to those of a coastal community, but will differ in areas such as prevalence of a particular crime or social order issue which needs to be addressed by police. Those needs can also vary with the type of emergency service arrangements which might

be required in a particular community. Coastal communities generally require established emergency service plans and facilities to cater for cyclones while some (but not all) desert communities may only require arrangements to deal with local flooding.

The development of service delivery standards should precede and guide the development of the service delivery options. Where the individual characteristics of communities (including the crime and social order issues) determine the standard of service to be delivered, the means for delivering that service should be determined by that required level of service. Thus a small, mostly peaceful remote community may be appropriately serviced by visits of police from a nearby larger community. Conversely, a larger community with a history of social unrest and violence may require a different standard of service delivery, provided by a full time police presence.

The discretion presently available to Officers in Charge of remote community police stations provides flexibility in how police services are delivered. Knowledge of the community's needs, routines and activities provides important information about the nature of services required by the community and the likely times when those services will be necessary.

The Review considers however that it is important that the discretion available to an Officer in Charge is harnessed to ensure that wider organisational objectives and service delivery targets are met. Establishing service delivery standards, which reflect individual community characteristics and requirements, coupled with the discretion of an officer in charge as to how to deliver those standards, will enhance policing for communities through the alignment of organisational, community and local police objectives. A consequence of the use of discretion in the delivery of police services can be an unintended mismatch between the services intended for a community and those actually delivered, thus limiting achievement of organisation-wide objectives.

Until late February 2010, the command structure of the NT Police did not provide for a specific accounting for the delivery of policing services to remote communities. The changes in February 2010 resulted in an Assistant Commissioner being given particular responsibility for remote policing activities whereas previously remote policing tended to become amalgamated with regional and metropolitan area activities under the larger umbrella of 'police operations.'

The recent changes in emphasis within the command structure provide an ideal opportunity to increase the focus on policing remote communities. By separating remote community policing activities from the regional and metropolitan areas and adopting an appropriate internal and external reporting regime, the remote area work of the NT Police can be better monitored and progress measured. Such measures become more relevant if an expansion of police resources into more remote communities is to occur.

The Review notes that current measurements of performance against activities and indicators in remote communities are largely reliant on quantitative (offence) data. Qualitative information presently captured through the National Survey of Community Satisfaction with Policing has little relevance to the quality of policing services in remote communities because of the methodologies employed (remote community residents are rarely, if ever contacted as most do not have home phones)

and the population densities of large cities tend to bias the data collection and results.

Reliance on aggregated national survey data is not considered to be a viable measure of a remote community's satisfaction with policing. Quantitative data presently used, supplemented by community satisfaction surveys appropriate to remote communities, will provide a broader measure of the extent of success in delivering policing services. The Review recognises that community satisfaction surveys for remote communities will require careful development to ensure there are no unintended consequences such as the identification of survey participants. Undertaking a survey could be done by various means and be incorporated into other community events or activities. Notwithstanding those considerations, the use of community satisfaction surveys will become an important long term measure of progress in advancing the quality of policing service delivery and quality of community living.

Service delivery standards in remote area policing are in a direct relationship to the available police resources. Variability in demands on small numbers of police in isolated locations, particularly where police are the only readily available government resource at all hours, can sometimes result in rapid police responses to requests for attendance while on other occasions, the police response may take many hours or more, and rarely, sometimes days.

Ensuring the availability of police resources at any given time at a particular location is not possible. Predicting a likely requirement for police resources at a particular location is possible, such as known events (e.g. football competitions) where police attendance will be required and days or times of the week when patterns of past behaviour indicate likely outbreaks of social unrest or violence. Accordingly, utilising local information to predict a likely requirement for police services must remain a key means of effective resource allocation across the remote communities.

Matching police resources to demands for police services in remote communities will often be problematic because of the limited pool of resources available to police in those locations, unlike larger centres where additional police officers are mostly available and can be re-directed to the area of greatest need. Service delivery standards for remote communities need to take account of such factors.

Police necessarily deal with variable levels of community leadership in providing services. In general, strong leadership (and cohesiveness of other service providers in the community) results in lesser workloads for police, particularly where communities resolve many issues themselves. Where there is less well defined leadership, community members tend to look to police to resolve often very minor matters for which (because of the nature of the issue and available options) the resolution does not particularly satisfy any of the parties. Most communities are willing to assist the police when asked and will help explain cultural issues (which if transgressed might otherwise inflame a situation), defuse other situations and locate community members sought by police. That level of cooperation with and assistance to police is more likely to occur where community leadership is strongest.

The small size of remote and very remote communities suggests a greater role for the concept of 'community engagement' by police for developing joint

police/community agreements and understandings on policing matters, strategies and responses, based on mutual respect. Indeed, there were a number of communities where there was direct evidence of a 'community engagement' approach having led to a lesser and more manageable workload for police.

The small size of remote and very remote communities also suggests a greater opportunity for the development of police-community agreements, particularly through the engagement of cultural authority, than is possible in larger, more diverse urban and regional communities.

Key elements of remote service delivery

The Review believes that insufficient emphasis is given to community policing activities. The absence of standards and specific remote policing reporting arrangements means that it is difficult to monitor and drive accountability for achieving remote policing objectives. Well thought out service delivery standards, with appropriate resourcing, supervision, performance measures and reporting arrangements will help significantly improve the level of policing for all remote communities.

Service delivery standards will determine 'what' is to be delivered to remote and very remote communities and consequently become a driver for determining 'how' those services are to be delivered. Service delivery standards also guide service delivery models ('how' to deliver services in varying circumstances and locations) and are also inter-linked with the definitions of 'appropriate coverage' and 'sustainable levels' of policing in remote and very remote communities.

As a starting point, the following key elements should be considered when developing standards:

- state clearly the role and functions of police in communities;

- aim for maximum accessibility to police services and equity in their delivery;

- ensure maximum visibility of police within each community at all times;

- recognise the value of proactive policing measures towards enhancing community well-being;

- establish clear and meaningful lines of communication with the leaders and elders of each community;

- actively engage with each community on all of those matters which will assist in the continuing development of the good order and safety of the community;

- include clear statements of the expectations of police by the individual communities (and police expectations of communities);

- ensure coordinated effective use of other community and government services and opportunities, including night patrols, shelters and sobering-up facilities;

- recognise the unpredictable timing and nature of requests for police assistance and the possibility of police being engaged on other priority duties;

- where possible, determine response times to calls for local police assistance on an individual community basis, taking into account all of the factors which impact on the delivery of police services; and

- where possible, determine response times for responses by specialist police services on an individual community basis.

Provision of response times will provide a level of transparency and certainty for remote communities. There are many variables that will impact on response times and it has been difficult in the past to report on this in remote locations. However, in order to provide more transparency and certainty, NT Police will need to better monitor response times with a view to improving on current times.

5.4   Role of the community and service providers

As noted previously, policing can be a delayed and expensive response to community safety problems that may be earlier and better addressed by programs in education, health, housing, employment and economic development.

While it is not within the Review's scope to assess the specific role of such programs, it is a fundamental premise that communities and other service providers have an equally important role in supporting police in targeting community safety, and if successful, should over time limit the direct need for policing resources.

Provision of services such as night patrol, safe houses, cooling off centres, sobering up centres and other community safety initiatives are vital in assisting police in undertaking services in the community.

Effective remote community policing is very evident where there is an effective night patrol whose members are accepted by the community and who develop a good rapport with police as well as an understanding of their role and function.

Night patrols suffer from the limitation of available and suitable personnel and longer term commitment to that role. They are also often viewed as having insufficient powers or authority, which reflects an ineffective relationship between them and police. In some of the communities that the Review visited, there was no working night patrol, either due to issues with vehicles or due to a lack of personnel to work in night patrol. Recruitment of night patrol staff appears to be an issue for many communities. Some also request more and better training in order to undertake their roles.

Night patrols are also subject to varying levels of support by shires to engage in community activities, such as undertaking school truant runs, or providing transport support to community members in need.

Where night patrol is working well, it provides an invaluable service to the community, providing a first response to disputes and disagreements, and patrolling the communities to ensure children are at home in the evenings (and going to school during the day) and addressing safety concerns of the community. For night patrol to work effectively, they need to have a close relationship with police. There is an opportunity for police to mentor and support night patrol and provide them with additional support in undertaking their responsibilities.

While not within the scope of this Review, there is an opportunity to improve recruiting, training and support for night patrols in many communities.

Additionally, the provision of safe houses, cooling off centres and sobering up centres can also free up policing time. Where these facilities do not exist, sometimes police are using lock-ups to put alcohol impaired community members, or using the station to house women in the absence of a safe house. Development of an index of need could also be used to assess locations for placing additional safe houses and other centres.

Other service providers, including shires, health clinics and schools, also assist police in identifying high risk situations or potential offenders. Regular meetings and interaction between all service providers in communities ensures a coordinated approach in addressing community safety issues. Participation by senior elders or traditional leaders also enhances these discussions.

Police could be better supported in remote communities in relation to motor vehicle registry tasks. The inspection and registration of motor vehicles and the issuing of drivers licences by police in remote communities raises some vexed issues. While police are the only constant agents of government available for those tasks at those locations, their limited knowledge base for undertaking the technical inspections required for registration of motor vehicles is not conducive to ensuring best standards of road worthiness and safety. It can also take police away from other important community safety issues.

For reasons of minimisation of the risk of harm to remote community residents, motor vehicle registration and licensing functions would be better undertaken by qualified staff from the Motor Vehicle Registry. Otherwise, greater levels of training, equipment and resourcing are needed for police to be able to undertake this task effectively.

Developing and implementing police and community agreements

A number of agreements have been developed which relate to the provision of policing services to individual communities, including:

- Mutual Respect Agreement — in place in Ngukurr;

- Regional Partnership Agreement — in place at Groote Eylandt;

- an agreement with the Northern Land Council — currently being implemented at Borroloola; and

- community safety plans and related arrangements for Finke (Apatula), Kaltukatjara (Docker River), Imanpa and Mutitjulu.

The Mutual Respect Agreement at Ngukurr is intended to acknowledge that police responses to crime issues are the sole responsibility of police while police responses to community issues are matters for the police in consultation with community elders. The Agreement is based on intended shared responsibilities between police and the community. The Review heard comments such as 'nothing has happened since it was signed' and 'its not working.' There was no clear indication from community members, police or service providers that the Agreement is yet working to its full and intended potential.

The principal elements of the Regional Partnership Agreement for Groote Eylandt relating to police services include undertakings for scheduled and overnight visits to Umbakumba. It appears to have mixed results so far, in terms of policing and community safety.

The Alcohol Management Plan for Groote Eylandt has however received more widespread support and is seen as making a positive contribution to managing community public order issues.

The extensive Community Safety Plans and associated action plans drawn up for Finke, Kaltukatjara, Imanpa and Mutitjulu have not proceeded to implementation to any meaningful extent. While there appears to be some community knowledge of the existence of the plans, the practical implementation of these plans appears to have largely stalled. The limited progress is attributed, in part, to the significant workloads presently being absorbed by the Shire Councils in taking over the roles and functions of the previous Community Government Councils, which remains very much a work in progress.

There are a number of critical success factors associated with these agreements, including the need to ensure local ownership of the agreements ― local community and stakeholder consultation to ensure 'buy-in' ― and accountabilities, particularly identifying who has responsibility to ensure the initiatives and actions within the agreement are implemented. Those factors have not yet been fully achieved.

There is undoubted value in pursuing various agreements between community members, police and other service providers in remote communities. Given the nature of these agreements, it is clearly a role for police engagement with the individual communities to ensure that every available initiative is utilised in reducing community offending and social disorder. Effective agreements may lead to a review of the extent of policing services provided to those communities.

Broader strategies including the unintended consequences of present liquor restrictions for communities and alternatives in communities

Alcohol is a major driver of violent crime in remote communities. Indeed, one of the major issues confronting the criminal justice system in Australia has been the strong link that alcohol consumption and drug misuse and the risk of imprisonment (Weatherburn et al, 2006, cited in NIDAC 2009b). NIDAC's *Bridges and Barriers* report (2009b) highlights that alcohol is a well known factor to offending among Indigenous Australians. Estimations suggest that up to 90 per cent of all Indigenous contacts with the justice system may be related to alcohol (Hazelhurst 1987, cited by Forensic and Applied Psychology Research Group 2005).

Alcohol restrictions have been in place for many years in some communities in the Northern Territory. The NTER has also attempted to address this further by, inter alia, placing restrictions on the sale and consumption of alcohol.

The range of alcohol patterns in the communities visited include:

- dry communities;

- drinking paddocks or compounds that are some distance away from the community;

- wet canteens or licensed clubs; and

- permit systems.

Unintended consequences of the first two approaches include:

- displacement of drinking to other communities where alcohol is more readily available, with some parents leaving their children for extended periods (for example, until they have sufficient money to return);

- the growth of grog running activities to obtain supply of alcohol from other communities/towns; and

- road accidents and fatalities as result of driving or being near roads while being drunk.

In fact, prohibition or drinking paddocks can at best only address the supply of alcohol, but can do little to manage the demand for alcohol

There is a growing awareness, both within government policy thinking and amongst communities, that a long term sustainable solution requires some form of normalised access to alcohol, which has led to the development and trial of Alcohol Management Plans (those currently in development are Tiwi, Maningrida, Elliott, Groote Eylandt and Jabiru).

Such access can not only help to reduce the consumption of alcohol but also can be used to help drive other positive social behaviours. For example, some clubs link their permits to school attendance levels, and absence of domestic violence, MVR and other offences, while others ensure that alcohol is consumed alongside food, and that consumption of alcohol is conducted within a context of social events and competitions.

At Groote Eylandt and Bickerton Island, anecdotal accounts have been 'corroborated by police data showing marked reductions in incidents of violence coming to the attention of police' (Evaluation of the Groote Eylandt and Bickerton Island Alcohol Management System 2007). In the year following the introduction of the system, the data indicate a 67 per cent reduction in incidents involving aggravated assault, an 86 per cent reduction in house break-ins, 23 per cent fewer adults admitted to correctional system, and a 42 per cent drop in orders for commencement of probation and parole or other conditional liberty orders.

> … this [permit] system has led to marked improvements in community function in those communities worst affected by alcohol.
>
> Evaluation of the Groote Eylandt and Bickerton Island Alcohol Management System (2007).

There is likely to be, however, variable acceptance to the principle of normalised access to alcohol. Some communities are strongly opposed to any presence of alcohol. It will be important that where such communities adopt an Alcohol Management Plan, they are able to provide particularly strong support to police in their endeavours to keep illicit supplies of alcohol from the community.

> …a key ingredient of the success of the Alcohol Management System is the ownership and support of the System by the Aboriginal communities and by key local service providers, employers and by the licensed premises.
>
> Evaluation of the Groote Eylandt and Bickerton Island Alcohol Management System (2007).

While the particular form of alcohol management will depend on local community characteristics, interviewees indicated that there are principles common to all communities. These include:

- providing access to food and water as well as alcohol;

- excluding vehicle access;

- providing shelter but prohibiting camping; and

- controlling entry by a permit or banned list system linked to desirable social behaviours.

5.5   Recommendations — service standards

Recommendation 1: Service standards specific to remote community policing should be developed and applied consistently throughout remote communities.

[Refer to Section 5.3]

Service standards should be developed together with appropriate resourcing, supervision, performance measures and reporting arrangements with the objective of improving the level of policing and community engagement in remote communities. While general principles apply as outlined in Section 5.3, the standards need to provide sufficient flexibility to accommodate the unique circumstances of individual communities.

The standards should: specify the role and functions of police in remote communities, aim for maximum accessibility to police services and equity in their delivery, recognise the value of proactive policing, establish clear lines of communication with community, encourage community engagement on safety issues, clarify expectations of police within individual communities (and police expectations of communities), outline coordination between police and other community services (including night patrol, shelters, sobering-up facilities), and set target response times by police and specialist police, acknowledging the unpredictable timing and nature of requests for police assistance.

In order to establish response times, NT Police should implement monitoring of current response times in remote communities with a view to improving current response times. It is difficult to determine an adequate response time as part of this Review without understanding current limitations and variables that impact on current response times.

Development of service standards should also reinforce expectations of community police in remote communities to include:

- workload planning and capacity building to incorporate time for 'community policing/engagement' activities;

- explicit acknowledgement of the importance of showing respect and judgment of community in application of criminal law and the importance of 'one law for all';

- acknowledgement of the importance of police as community role models, especially for youth, (including by participating in activities, working with other service providers such as youth workers and sports officers;

- providing support and mentoring for ACPOs (or community liaison officers) and night patrols;

- being seen more outside of cars in the community, whether on patrol or as part of community activities;

- being involved in community/agency coordination/governance meetings;

- regularly meeting with community members, and to explain roles and responsibilities; and

- undertaking local cultural training with community elders.

The standards should stipulate that protocols (at an operational level) for law enforcement to be pre-discussed and agreed with community leaders (including mutual respect and regional partnership agreements). These agreements should have local ownership of and accountabilities for actions under the agreement.

The policing role in schools should also be reinforced to assist in addressing truancy and other school safety issues. Community feedback suggests school-based police officers should be re-introduced however it is acknowledged that school-based activities should be part of community policing, rather than requiring a separate role. Incorporating school-based activities within a community policing role will also include hosting or supporting blue light discos, safety education and other areas which are currently supported from urban centres such as Darwin.

Police should also work with community and other service providers to identify potential offenders/offences and pre-empt incident, such as working with hospitals/clinics/schools to identify high risk situations.

Recommendation 2: Service standards should be developed for night patrols to complement remote policing activities by NT Police.

[Refer to Section 5.3 and 5.4]

In line with the development of service delivery standards, better communication (in terms of both processes and technology) with night patrols would also assist greater combined effectiveness of police and night patrol capabilities. Police should work with shires and night patrols to establish an understanding of roles and responsibilities, and protocols for working together. It is understood that there is work currently underway to establish MOUs between police and night patrol.

Recommendation 3: Systems, processes and infrastructure should be reviewed to identify opportunities to maximise the time that police are available to undertake community policing within their community.

[Refer to Section 4.1 and 4.2]

While police stations are expected to remain open during the day, it is often at night when the need for policing is greatest. It should be reinforced that police stations operate on shifts aligned with times of peak demand, such as evening rather than day shifts on pay days. Police should work with communities to manage expectations regarding station opening hours and district patrol responsibilities.

Darwin and Alice Springs call centre staff (for either 000 calls or diverted coverage when station phones are switched through after hours) should be well informed about remote communities — in relation to their location/facilities.

Administrative duties which do not directly relate to community policing or engagement should be reviewed for simplification. As an example, MVR workload could be reduced by improving e-payment facilities and/or by using other agencies. Alternatives should be investigated to station police being required to provide escort services for offenders, such as transport to court. Greater use of faster transport modes, particularly by air, when needed would also help maximise time that police are available in the community.

There should also be greater used of overnight facilities (or police posts/offices where police officers can work in communities) for communities that do not have a permanent police presence.

Community infrastructure such as sobering-up shelters and safe houses should be established in the right locations to reduce demand on police facilities, such as using lock-ups for intoxicated people, or sheltering domestic violence victims within the police station. Establishing such infrastructure also provides local employment opportunities and ensures shared responsibility of community safety issues.

Performance monitoring and accountability

Recommendation 4: Quantitative and qualitative performance measures should be established in order to monitor adherence to and accountability for service standards for policing in remote communities.

[Refer to Section 5.3]

Existing quantitative performance data should be supplemented by community and service provider satisfaction surveys, appropriate for use in remote communities, to provide a broader measure of success in delivering policing services. Achievements and progress should be reported in the NT Police Annual Report in addition to standard management reviews.

Community members and other service providers should be involved in rating satisfaction with community policing. Such ratings would provide a community perspective on whether the police in a particular community were addressing the issues of concern to the community. There may be an opportunity to include these measures into broader measures developed for local implementation plans for RSD sites.

Recommendation 5: Consideration should be given to establishing a specialist career stream and command structure in order to provide an effective managerial focus for the delivery of policing services to remote communities.

[Refer to Section 5.3]

The recent change in the NT Police command structure provides an opportunity to increase focus on remote policing services. An Assistant Commissioner has been given responsibility for remote policing activities whereas previously remote policing tended to become amalgamated with regional and metropolitan area activities under the larger umbrella of 'police operations.' By separating remote community policing activities from the regional and metropolitan areas and adopting an appropriate internal and external reporting regime, the remote area work of the NT Police can be better monitored and progress measured. Such measures become more relevant if an expansion of police resources into more remote communities is to occur.

Station inspections should also be re-invigorated to occur on a regular basis and include meeting with community members and service providers. This would provide an opportunity to address questions around community engagement and be part of the community feedback and monitoring discussed above. While this will require the allocation of additional 'inspection' time, it will help improve accountability for the achievement of community policing service standard in practice.

Resource planning

Recommendation 6: An index of need should be established to assist NT Police as well as other service providers identify and plan for resource needs within remote communities.

[Refer to Section 5.1, 5.4]

Such an index of need involves collecting both qualitative and quantitative information regarding community characteristics that drive the need for a police presence, as well as that of other service providers. As outlined in Section 5.4, the characteristics include community population (primary community and associated outstations, density and high risk and gender demographics), incident rates (reported and unreported incidents), remoteness factors (area covered, travel time, road conditions, access to licensed alcohol premises) and community strength (cultural governance and authority structures, employment and participation rates, other community services). NT Police reporting of crime data should include a requirement to include community data to enable a breakdown of incident data for all communities.

The index of need will require input from, and indeed could equally be utilised by, other service providers as an aid to planning the delivery of related services.

Recommendation 7: As an interim measure prior to development of an index of need, use the Review's analysis of population and incident rate data, together with qualitative evidence gained from community consultations, to identify and commence addressing those communities that have a need for new permanent stations or additional access to policing resources.

[refer to Section 5.1]

In the absence of available data, the Review has developed an indicative index that utilises community population and incident data where available and includes assumptions based on communities visited by the Review. While there are limitations to this approach that would be addressed through the development a more complete index of need as in recommendation 6, it is able to provide an indication of aggregate need for policing across remote communities in the NT.

Further detail regarding additional policing presence for individual communities is provided in Chapter 8 and Appendix E, including suggested sequencing and cost estimates over a five-year implementation timeframe.

Recommendation 8: All Themis police stations should be transitioned to either permanent stations or overnight facilities.

[Refer to Section 5.2]

Utilising the indicative index of need, the Review recommends that nine existing Themis police stations be transferred to permanent police stations and three existing stations be converted to overnight facilities (as mentioned above). Together with plans already underway to convert a further six Themis stations to permanent police stations, this means that means that all Themis stations will become permanent or overnight facilities.

Over time, this will result in short term postings to Themis stations (of 3 or 6 months) to move to longer-term postings to ensure greater level of community understanding and relationships. This will also allow Themis stations to be 'normalised' with the longer-term postings (of 2 to 3 years) to existing permanent police stations.

Recommendation 9: Resource levels should factor in sufficient staff to provide adequate relief for absences of police officers from the community. This should include a locum pool of police able to provide consistent relief to clusters of communities.

[Refer to Section 5.2]

A three-person staffing model at police stations in remote communities, together with as strengthening of police resources at regional centres or hub stations, would enable better coverage of police absences from communities, whether for leave, FOILS, illness, prisoner escort, or training and development.

Consideration should also be given to establishing a locum pool of relief police experienced in working with specific communities. This would provide continuity for communities, where, for example, police officers based in a regional centre could have relief responsibility for a cluster of communities.

Once all remote police stations move to a three-person model, the demand for relief staff should be reduced as remote stations would normally be self-relieving. In the transition period, there will remain a requirement for a centralised relief pool, and in the future, there will continue to be some requirements for a locum relief pool, for example, to relieve an experienced OIC with another similarly experienced police officer.

Such a relief pool would also provide the opportunity for communities to have access to a greater number of female police officers than may be able to be permanently stationed.

Recommendation 10: Resource planning for expanded police presence should factor in a commensurate increase in management (Command structure), training (Police College), specialist policing resources and transport infrastructure (in particular, the Police Air Wing) required to support the additional officers and assets in remote communities.

[Refer to Section 5.2, 5.3, 6.2, 6.3]

Extending policing coverage into remote communities will require additional management and specialist support such as detectives. According to analysis, there are 0.1 management (at Commander and Superintendent level) and 0.6 specialist police per police officers working in a remote community. Using this as an indicative base, it suggests up to an additional 5-6 management and 30 specialist police are required to support an expansion of 52 additional police officers. There

are also 0.3 administrative staff per police officer in a remote community, which suggests another 15 admin staff may be required to support an expansion in policing staff. These support positions should be as close as possible to communities, spread around regional centres.

An assessment of capacity of the Police College should be undertaken in order to meet increased requirements for recruitment and training.

Analysis should also be undertaken on the expanded use of aircraft by police in all remote communities for prisoner and general police transport requirements with the objective of increasing available police time in remote communities. The Review's recommendation of an additional 51 police in remote communities (not including AFP transition to NT Police officers), suggests there will be demand for an additional aircraft to support this increased deployment.

Recommendation 11: Consideration should be given to establishing mobile police units able to be deployed to address situations that temporarily demand a high level of policing.

[Refer to Section 5.2]

While the Review recommendations to extend police presence to further into remote communities are based around the hub-and-spoke model to provide patrols to other remote locations both with and without overnight facilities, it also recognised that the need for policing can vary significantly from time-to-time according to transitional populations and specific community issues.

As a result, there may be times of peak demand for a mobile policing presence that does not justify the relatively high costs associated with permanent police stations or overnight facilities. It is not practical for such 'mobile facilities' to be provided on a fly-in/out basis without a vehicle as this would limit the abilities of police to undertake a range of activities. Rather, the unit should be based on at least two truck-chassis vehicles, one of which can provide the mobile 'police office', the other to provide the sleeping, cooking and bathroom facilities. Such a combination of two specially equipped vehicles (including radio communication and IT facilities) would most likely be able to be crewed by at least four officers.

It will be important to learn from past experience with such mobile vehicular units, particularly in relation to selection of vehicle type and fit-out, appropriate to the needs of remote areas in the NT. They will need to carefully designed, with appropriate consultations with the staff who will need to use them, to ensure they are adequate and appropriate for their intended application in remote communities.

The need for such units should be monitored alongside the implementation of the hub-and-spoke model and the development of a more detailed index of community needs.

Chapter 6

Maintaining sustainable policing

This chapter looks at the resourcing implications of delivering required policing services to remote Indigenous communities in the Northern Territory.

Based on available data and feedback from the NT Police, recommendations are made as a basis for discussing how to deliver the extended policing services to remote communities.

It is important to understand what constitutes 'sustainable policing'. The following definition is proposed:

> The availability to remote NT communities of sufficient police resources allocated to communities in such a way as to meet the characteristics of effective community policing, including length of stay and required skills and experience in policing remote communities; be within the capacity of the NT Police to recruit, train and deploy police to particular locations; as well as to be within the parameters of government budget priorities.

This chapter explores sustainability in terms of staffing, recruitment, training and capacity of NT Police to meet demands for policing. Chapter 7 explores sustainability in terms of costing considerations.

There are resourcing implications for each of the service standard models and options for improvement discussed previously in this report, including staffing, associated infrastructure, lead times, support staff, equipment, training facilities and transport costs.

There are also flow-on effects of increasing policing services to courts, corrections and other justice services. Whilst not within the scope of this Review, we understand that the increase of policing coverage as a result of Task Force Themis resulted in significant workload increases throughout the justice system. Pilkington (2009) compares cases in new courts and regional courts following the establishment of Task Force Themis and notes a long-term upward trend for court volumes after the NTER. These data, however, need to be interpreted with care as they do not provide information on the types of matters, whether due to increases in crime or changes in legislation increasing criminalisation, and indicate high variability in court statistics. No other research data was found that more accurately measures the additional impact of policing on these sorts of services.

6.1 Staffing considerations in isolated locations

There are a number of issues and limitations in attracting police to service in remote communities, including:

- demanding nature of policing in remote communities;

- difficulties in obtaining relief support to assist with workloads and 'time off' including to attend professional development courses;

- accommodation, facilities and services available in remote communities for police officers and their families;

- employment opportunities for spouses/partners; and

- a perception by some that remote policing will not assist their career development within the NT Police.

Research by Gail Humble (2006) also found that some of the characteristics of current systems in place limit the capacity to recruit to remote locations. These include:

- the perception that remote service and experience are not valued by NT Police and are not connected to career progression and promotion;

- information is not well coordinated to the extent that it is open to subjective interpretation;

- low levels of awareness of the incentive and benefits aligned with service in remote areas; and

- insufficient support for police staff and their families.

Remote policing can often be much more demanding that policing in urban centres. For example, time spent on routine work commitments combined with sometimes excessive callouts (the cost of overtime at some remote communities is significant) often prevents sufficient time for off duty activities. This can have an adverse impact on families and relationships.

Lack of 'in built' relief and inability of the regional centres to provide sufficient relief staff contributes to significant workloads. An absence of relieving police officers also impacts on police availability to attend professional development opportunities.

The standard of accommodation, both in housing and the police station facilities, are sometimes of concern to police officers, particularly those with families. Facilities and services offered at remote communities, such as housing, medical, schooling and social activities are often limited and is a factor in some spouses and families relocating to remote communities.

Employment opportunities for spouses and partners can often be an obstacle to relocating to a remote community. Following training and probation, it is often the case that a police officer will have their spouse and/or families settled in urban centres and are unwilling to uproot and relocate to a remote community.

There is a perception within some police officers that remote community service is not valued by NT Police in terms of assisting with career development. The recent change in command structure for remote policing will help provide focus for remote policing and reinforce the importance of experience in remote communities, rather than it being seen as 'doing your time in the bush'. Indeed, getting the right people into remote policing means focusing on recruiting people who want to work in remote communities.

NT Police report continuing difficulties in attracting police officers to serve at remote locations. A number of specific conditions of service and incentives have been developed to make remote service more attractive. However, research undertaken by Gail Humble (2006) found that the current remote area benefits are not perceived as a major motivator for police to work in remote areas because there is the perception that there are equal or superior opportunities in urban locations.

NT Police continue to actively pursue lateral recruitments from other forces, although remote service appears to suit particular individuals who are generally in equal demand elsewhere.

A number of strategies are necessary to meet the current and anticipated demands for police to serve at remote locations. While it may be possible to conduct specific recruiting campaigns for remote policing duties (for example targeting people with outback and rural experiences) it is more likely that such campaigns in combination with other initiatives to make remote service more attractive to police and their families will be required. Those initiatives should include ensuring that members who are selected for remote postings are provided with appropriate and adequate hand over/takeover time on arrival at the community, introductions to community elders and leaders, cultural training by community members including understanding of significant ceremonies and ceremonial locations, mentoring by other staff with proven prior experience in the location, appropriate employment conditions, appropriate supervision and management support, and recognition of their completed, satisfactory service at remote locations in future postings.

The Humble Report (2006) included recommendations such as a focus on families and increased education and communication on remote opportunities and incentives in order to improve NT Police ability to recruit appropriate police officers to remote locations. The Review notes that NT Police have considered and are implementing many of the recommendations from the Humble Report.

Current resourcing in isolated locations

Police posted to remote areas receive additional benefits and incentives. These additional benefits provide an incentive to attract police out to remote communities, reflecting the additional hardships these police may incur. The Police Consent Agreement defines isolated locations and these are categorised into three groups — Group A, Group B and Tennant Creek. The factors underlying how Isolated Locations are categorised include:

- the nature of the policing that is required at the locality;

- the degree of physical isolation of the locality;

- the degree of social isolation of police officers and their families at the locality;

- the quality and location of the police housing at the location;

- the degree to which police work impacts on families and off duty time; and

- the degree of difficulty in attracting and retaining police officers at the location.

The Isolated Policing Groups are listed outlined in Table 6.1.

Six locations with police stations that are not defined as isolated locations in the Consent Agreement are Pine Creek, Warruwi, Jabiru, Umbakumba, Barunga and Avon Downs. Two locations are identified in the 2008 Police Consent Agreement, in Isolated Policing Group A — Millingimbi and Yirrkala — but do not currently have a police presence.

Table 6.1

ISOLATED POLICING GROUPS

Isolated Policing Group A	
Ali Curung	Milikapiti
Alpurrurulam	Milingimbi
Alyangula	Minjilang
Angurugu	Minyerri
Arlparra	Mutitjulu
Beswick	Nguiu
Borroloola	Ngukurr
Bulman	Nhulunbuy
Daly River	Ntaria (Hermannsburg)
Elliot	Numbulwar
Finke	Nyirrpi
Galiwinku	Peppimenarti
Gapuwiyak	Pirlangimpi
Gunbalanya (Oenpelli)	Ramingining
Haasts Bluff	Santa Teresa
Harts Range	Ti Tree
Imanpa	Timber Creek
Kalkarindji	Warruwi
Kulgera	Willowra
Maningrida	Yarralin
Maranboy	Yirrkala
Mataranka	Yulara
Isolated Policing Group B	
Kintore	Wadeye
Lajamanu	Warakurna (WA)
Papunya	Yuendumu
Other	
Tennant Creek	

Source: Northern Territory Police Force Consent Agreement 2008

In total, police may be out-of-community for up to 20 weeks per year (including for recreation leave, FOILS, operational skills and tactics training, development courses and sick leave). This does not include time away for from communities to attend court commitments. This means that police are available for, on average, 61.5 per cent of the year, and as such, replacements are required for around 38.5 per cent of weeks in the year. To maintain a constant police presence through the year, approximately 1.63 police are required for every 1 FTE position.

New police stations in remote communities are costed and funded at approximately 9.4 million per facility. A breakdown of this cost is provided in section 7.1. A smaller police station, such as the Kintore Police Station would be substantially less costly. The Kintore station included two cells, two bedrooms, one kitchen, a general office, a personal office and an interview room costing $2.3 million (2008-09 dollars).

Maintaining a police station in a remote location is more costly than in urban locations — they are under higher maintenance stress than other types of buildings. In 2010, the average repairs and maintenance ratio across 38 police stations in the NT was 15.1 per cent of valuation (not including Themis stations). Compared to a range of 2.5 to 4 per cent ratio, the range considered to be good maintenance practice, the maintenance cost is high.

6.2 Indigenous and female representation in the NT Police

As outlined in Chapter 4, communities have strong views about the need for more Indigenous and female representation in the NT Police. This has also been a recommendation of previous research and reviews, including the NTER Review Board report. As noted in the Review Scope of Services, there is already agreement between the Governments that the NT Police will increase the level of Indigenous and female representation in the police force.

Indigenous representation

The NT Police have formed an Indigenous Development Division (Yidiyu) to support ACPOs, transition programs for ACPOs to constables and other Indigenous policy development and programs. The Review understands there was a review of ACPOs and their roles a few years ago. At the moment, ACPO applicants are required to undergo a physical fitness assessment, written assessment (reading, numeracy and writing, personality and aptitude and hand-written tests), integrity check and a medical examination.

There are currently around 83 ACPO positions in the NT Police but because of the difficulty in recruiting ACPOs from communities, due mainly to literacy and numeracy requirements, and absence of criminal history, many of the communities go without. There are a number of ACPOs who are not recruited from local communities, but instead come from elsewhere, including interstate.

Consultations with community members in the communities visited as well as with police officers indicate a desire for more ACPOs or Indigenous roles in the police force. ACPOs are seen as a valuable resource within the community and in some communities, are the only police staff who are undertaking valuable community engagement. There was strong support for both male and female ACPOs.

There is some thought that ACPO positions allocated to the communities should be abandoned and replaced by an Aboriginal Community Liaison Officer scheme. This scheme would have the benefit of not requiring the higher ACPO standards.

The main obstacles to increased Indigenous recruitment are position requirements (literacy, numeracy and criminal convictions). Consideration should be given to modification of requirements for literacy levels and minor criminal or alcohol related offences.

The Review understands there is an example of a community liaison positions being established, in situations where the individual does not meet ACPO requirements. This community liaison position appears valued in the communities and could be one means to relax the requirements of ACPO recruitment. Some stakeholders, however, expressed strong views against relaxing requirements for Indigenous representation in NT Police, given that the ACPO scheme was established due to difficulties with the previous Indigenous community liaison officer role.

Having said that, community members say they do not particularly care whether the role is an ACPO or liaison officer in their community. The most important thing is to have Indigenous representation at a community level. The Review suggests there should be some relaxation in order to increase Indigenous participation, as has been evidenced in at least one community that the Review visited.

Provision of literacy and numeracy education support could also be improved, and would be part of a requirement to improve skills of liaison officers so they could potentially move to an ACPO level.

Housing is a significant issue holding back the placement of many ACPOs to communities. Priority needs to be given to addressing the lack of suitable housing in communities which meet the housing entitlements and standards for ACPOs. Many of the current ACPO vacancies appear to be due to housing issues.

A more vigorous approach to recruiting ACPOs would also assist build the pool of potential candidates. It appears to be the role of the local police officers to identify and assist to mentor potential candidates. Further support could be provided by the Indigenous Development Division to provide staff to travel to remote communities to identify and target potential recruits, and develop a program to support their transition to the police force. Potential recruits could be identified from night patrol staff, school-based apprenticeship programs and other community activities and programs.

Female representation

There is strong support for more female police officers to work with women in communities. Given the high incidence of domestic violence along with specific feedback from women and men in many communities, there appears to be a genuine need to have more female police officers. There should be a drive to ensure at least one female officer is located at each remote police station. In the short term, female police officers could be used to staff a locum-style capability that would at least introduce female police officers to remote communities on a regular basis. This may also allow more flexible working arrangements and could support part-time employment for those with families.

There is an ongoing affirmative recruiting policy to engage females in policing. While NT Police appears to be slightly above average in number of females as a percentage of the overall police force, recruiting females continues to be a challenge. In 2009 there were just nine female recruits. The Review notes that there have been focus groups held with police officers to better target marketing and recruitment campaigns for women (NT Police Annual Report 2009).

Targeted recruitment campaigns should continue to be a priority in order to attract female police officers to remote communities, such as the current lateral recruitment advertisements placed in the *Journal of Women and Policing*. Targeted recruitment could be expanded to include advertising in more generalist women's journals and magazines, targeting school and higher education graduates and highlighting female police role models (through talks at schools, articles and other promotion opportunities).

It appears that attracting female police officers to remote communities is no different in attracting male police officers, however there is a much smaller pool to target. One area of difference is that it is often more difficult for the spouses and partners of female police officers to find employment in remote communities. Working with service providers to provide employment opportunities for spouses/partners would assist in making remote postings more attractive to female candidates. A targeted recruitment campaign for female police officers and spouses/partners may also be appropriate.

6.3 Recruiting and training police for remote communities

Each year the Northern Territory Police provides training to 60-120 new recruits (about 3 to 4 squads). In 2009 the Police College had three police constable squads, totalling 61 new recruits. Of these, 52 were male and nine were female. Graduation rates remain high in 2009, however in past years they have been lower.

Recruiting programs targeting experienced police officers have already been carried out. There have been six courses (of ten weeks duration) over the past four years resulting in some 97 police officers (from other jurisdictions) recruited under the Accelerated Recruitment Program (ARP). We understand that not many of these police officers have been posted to remote locations.

According to the Review Scope of Services, there is already agreement between the Australian and Northern Territory Governments to increase the level of Indigenous and female participation in the police force. As already noted, community members strongly support more Indigenous and female representation within their communities. This will require more vigorous and targeted recruitment, as suggested earlier.

Another program that helps provide a pool of potential recruit candidates in the future is the school-based apprenticeship program and other traineeship programs. These programs provide a valuable opportunity to engage youth and form connections between police and school students. The Review understands that funding for this programs has ended which is disappointing. We would encourage reinvigorating the school-based apprenticeship program.

Current cultural awareness and community engagement training

Prior to deployment to remote Indigenous communities, police officers need training in cultural awareness and community engagement.

Current NT Police recruit training includes two days of cultural awareness training. For most police officers, this is all the cultural awareness training that is received throughout the course of their careers. As part of the training, recruits are sometimes sent to an Indigenous community to gain firsthand experience from elders and from ACPOs.

Interstate police officers who were deployed with Task Force Themis received two to three hours of cultural training from Yidiyu (NT Police).

The present cultural training provides some 'basics' but does not prepare police officers for the local communities in which they are posted. It could be considered to be a starting point for further cultural training at a local level.

The other main training that prepares police officers for deployment to remote communities is the Small Station Management Course. We understand that this course this has not been provided in recent years due to capacity constraints at the police college. The Small Station Management Course is a two-week program that covers a range of issues including one hour on handover/takeover, Promis, MVR, prosecutions, incident management, managing assets, and financial reports. It also includes six sessions on station inspections (each session is 50-60 minutes) and eight sessions covering community engagement and six sessions on cultural awareness (including one session on cultural awareness/ACPOs).

This course should be run in sufficient numbers to provide a resource available for posting to remote stations. The course should also be supplemented by local cultural awareness training (discussed in the following section) that would be more in-depth and provide for more understanding. It could also be expanded to include training on skills such as facilitating community meetings and effective relationship building.

Whilst the Small Station Management course has not been conducted in recent years, we understand a new program is currently being developed which provides for a greater focus on cultural awareness. Approximately three months lead time is required to implement such a program, providing the time has been allocated to in the training calendar.

In the past there have been substantial difficulties in getting sufficient numbers of police officers from remote stations (this may be a reason why the course lapsed) due to problems in providing relieving police officers for the durations of the course. This resulted in attendees who were mainly from the Darwin Region and who had little or no interest in serving at remote locations.

For the new Small Station Management program to be successful, it needs to target police officers interested in serving at a remote station or officers already located at remote stations. The preferred approach is for all police officers to undertake this course before posting to a remote location. Support issues in terms of relief for those police officers need to also be addressed.

Improving understanding of local communities and community engagement

Consultations with communities across the Northern Territory indicate community members believe strongly that police officers should be required to undergo local cultural awareness and understanding training. This needs to take place each time a police officer is posted to a community.

There are some communities where formal training courses already exist and are offered to other service providers. For those communities that do not have a course in existence, efforts should be made to formalise a program that can be provided to police officers. The program should be at least one week (could be customised to be undertaken in a week, or for a day a week for the first month) and should involve both male and female elders who would be paid to deliver this training.

Training in community engagement skills is also an important factor. This is covered in the Small Station Management course and should be a requirement that police officers undertake this course, before deployment to a remote community.

In remote communities, police officers are often called upon to facilitate meetings, build relationships between service providers, contribute to community planning and undertake alternative dispute resolution. Pilkington's research (2009) in communities with a Themis police station, provides feedback from community members and police officers that police require more training on how to effectively work in Indigenous communities. The research findings refer to practical skills that would be desirable for police officers, including:

- holding effective community meetings;

- communicating with people with low literacy and English as a second (or third) language;

- building effective relationships;

- understanding community dynamics and politics;

- engage with alternative dispute resolution mechanisms;

- dealing with 'at risk' youth; and

- understanding Indigenous ideas about private property, duty of care, practical gender differences, cultural practices, and 'factional capture' (Pilkington 2009).

While other service providers also have skills in some of these areas, often the local police are called upon to undertake these roles as they provide strong leadership and in some communities, are a more constant and visible presence.

Some of these skills can be covered through formal training, whilst other skills could be developed and supported by improved transition (knowledge transfer for incoming police officers) and by other mentors.

In some instances, resources are not communicated well between service providers. For example, in one community, police are not aware of the Community Protocol booklet that is circulated amongst other government service providers.

Continuity and transfer of knowledge

Incoming police officers are required to undertake some transition sessions ('handover/takeover'). Handover/takeover should provide incoming Officers-In-Charge (OICs) in particular with orientation on specific issues of concern, cultural issues and key relationships in the community, as well as other operational issues that are covered in this transition training. The Review understands that in many instances, there is insufficient time allowed for handover/takeover and other appropriate orientation. Often housing and removalist uplift and downlift are mentioned as reasons for inadequate handover/takeover.

Incoming OICs in particular need to have sufficient time to orientate themselves on arrival to a remote community. Utilising the available accommodation (such as visiting officers quarters), it would be preferable for an OIC to be posted to a station at least a week before handover date to be able to undertake handover/takeover.

In undertaking community consultations, the Review heard many examples of well-intentioned programs being established by police officers that were then discontinued as soon as those police left the community. A component of handover/takeover would be to cover existing community programs, why they were established and what is needed to ensure their continuity.

The second part of handover/takeover is about relief posting. While the frequency and timing of this is makes it more difficult to schedule formal handover, at minimum time should be allocated for discussion between the outgoing/relieving officers about handover/takeover issues, including specific cultural issues and key relationships.

Mentoring team to support remote police officers

There are a number of 'exemplars' throughout the NT Police who have a reputation for good community engagement and cultural understanding in the communities in which they have served. These police officers could serve as part of a mentoring team to support remote police officers. The mentors could travel to police stations to assist with community engagement skills and other issues that arise in remote communities, particularly where there are less experienced police officers who are new to a community.

Consideration should be given to establishing a team of police officers who are experienced in service at remote communities, to visit other police at remote communities to discuss issues of concern, assess how the police have assimilated into the community and assist with community engagement. The team should work to a structured program that visits each remote station on a six monthly cycle. The Divisional Officer also has a role to play in mentoring, albeit at a different level, along the same issues as the mentoring team.

The Review notes that those individuals who could be identified for involvement in a mentoring team currently have commitments in remote communities. They would need to be supported in order to ensure relief while they undertake short-term mentor assignments in other locations.

Mentoring and support for spouses and partners is also worth further investigation. There are some strong informal networks amongst spouses and the Review understands that there has been some recent funding available to support setting up a spouses and families extranet to share available resources and information. Supporting existing networks of spouses and partners should be encouraged. Allocating time for family transition at remote communities would also help provide support for spouses and families.

Whilst not within the Review's terms of reference, it would be worth further investigation into improving support for spouses, partners and families as this would improve attractiveness in living in remote communities for police officers and families.

Impact on the Police College

The Review received input from various stakeholders about capacity issues within the Police College. For example, the Small Station Management course has not been held over recent years due to capacity constraints at the College.

At the same time, the Review understands that, for the first time in five years, the Police College has deferred the commencement of a recruit school. Since the economic downturn last year, the separation rates (number of people who leave on a permanent basis) have dropped from eight per month to three per month. According to the Police College, this has reduced pressure from a training and a recruitment perspective (at different times last year there were five recruit schools in the College, albeit some only overlapping for a few weeks). At this time the College are ahead of projections with the next recruit school starting in April 2010 and another due to start in May 2010.

While not an area of direct enquiry for the Review, it appears that Police College should be reviewed to ensure it has the capacity to maintain recruitment and training in order to meet the expanded requirements of NT Police. If the NT Police wishes to make changes in how it recruits, when it recruits and how much effort is put into supporting people throughout recruitment to better prepare them to work in remote communities, then this will have significant impact on the Police College.

The suggested recommendations in this chapter, such as increasing literacy and education support to ACPOs, vigorously recruiting Indigenous people to fill ACPO or community liaison roles, vigorously recruiting more females to serve in remote locations, as well as additional requirements for policing in remote communities more generally will put further pressure on existing College resources. Given this, the Police College will require additional resourcing (teaching facilities and teachers) in order to meet demands on recruitment and training.

6.4   Transport support in remote communities

The Review heard during consultations that a considerable amount of the available time of police at remote communities is spent away from the community, often leaving only a single police officer to provide services. In some cases, there is no police available to the community.

Frequently these absences are the result of police undertaking routine transportation of persons in custody from remote locations to regional centres. The 'duty of care' requirements on police to ensure the safety of persons in custody cannot be met in remote communities where 24 hour monitoring is not achievable given the numbers of police available for that task. Larger regional centres use dedicated watch house staff to provide the necessary care and supervision to ensure the health and welfare of prisoners. For this reasons, prisoners are transferred to regional centres as a matter of priority.

Many prisoner escorts are undertaken by road, supplemented by use of the police air wing. For some remote communities, such transport duties may result in police being absent from the community for periods up to 8 hours or even overnight.

Other factors which impact on police availability at communities include travelling times to and from police stations to other parts of a police district, such as to outstations or cattle stations as part of routine patrol responsibilities or attending larger regional centres for court, training and re-stocking of supplies.

This does suggest that faster transportation, particularly by increased usage of the air wing, will help reduce the amount of time that police officers are away from remote communities.

The police aircraft are a critical element of servicing remote island communities, particularly those cut off in the wet season or due to flooding. The Review was advised that while the present Darwin and Alice Springs based aircraft are well utilised, greater use of aircraft could be made in all remote parts of the NT if further aircraft (and pilots) were available. The Review also heard of significant improvements since the introduction of a third aircraft (based in Darwin) provided as part of the NTER measures. This was to support additional police officers in 18 remote locations as well as an increase in specialist police officers and other increases in movements including prisoners.

The greater use of aircraft to undertake some of the present transport functions of police and to provide greater mobility and flexibility in general police transport requirements will result in a more efficient use of police time than existing arrangements. However, increased use of aircraft comes at a significant cost. While the Review has not looked specifically at the additional costs of aircraft or analysed time spent out of the community by police, our Recommendation of an additional 51 police officers in remote locations suggests that there will be additional demands on transportation, including aircraft.

6.5   Capacity of the NT Police to meet demands

It is critical that NT Police have the capacity to meet demands for policing and law enforcement services in remote Indigenous communities. This is especially important over the next three to five years as AFP police seconded as part of the NTER are replaced by NT Police, and as additional policing presence is provided to address the needs of communities without adequate access to policing.

The Review heard that the NT Police has the capacity to recruit, train and maintain police members for the present level of operations, but that an expanded NT Police Force, as would result from increasing the level and extent of policing in more remote communities, will be beyond present capacities.

The NT Police are competing for potential police officers against other police services (some of which have less arduous locations in which to serve) and other industries (such as mining). As a consequence, the recruiting processes can be 'large on effort' while lean on securing potential applicants.

NT Police currently maintain the authorised police numbers through a constant recruitment and training regime for new personnel to match the separations from the organisation. That task will continue to require the existing structures and personnel so any expansion of police numbers will necessitate an increase in staffing, accommodation and training facilities to cope.

Additional police members introduces other pressures on existing support and infrastructures, including payroll and other employee support, motor vehicles (both as capital acquisitions and for maintenance), accommodation at remote locations and ancillary equipment issues, including computers, uniforms and accoutrements.

The decision on additional police resources within remote communities will need to be matched by increases in all of the support arrangements for recruiting, training and deployment of police members.

The Review considers that while the NT Police has the capacity to meet present demands for policing in remote communities, it does not have the capacity to meet any expanded demands which will inevitably arise in the next five years. Demands on policing from communities and stakeholders continue to increase and while there continues to be a need for more policing in order to stabilise communities, the NT Police will face additional capacity demands.

6.6   Recommendations — recruitment, training and development

Recommendation 12: Multi-faceted strategies should be established to enhance recruitment to the NT Police of personnel most likely to be suited to living and working in remote communities, including profiling the characteristics of effective community police officers.

[Refer to Section 6.1]

The aim is to develop strategies that enhance recruitment opportunities and target suitably qualified people who can demonstrate the necessary prerequisites for living and working on remote communities.

The Review understands there are recommendations arising from the Humble Report (*Attracting members to regional and remote locations*) that are currently being analysed by NT Police HR and form part of current recruitment priorities.

Recommendation 13: Options should be investigated to provide greater support and encouragement for partners and families to increase the attractiveness of remote postings.

[Refer to Section 6.3]

As mentioned above, the Humble Report also contains recommendations about provision of additional support to families. Support such as mentoring, information sharing, and handover/orientation are important to ensuring a successful remote posting.

It is anticipated that the increase in infrastructure and services at Territory growth towns will improve attractiveness of some remote locations.

Recommendation 14: All police officers should undertake a Small Station Management Course before deployment to a remote community police station.

[Refer to Section 6.3]

The Police College will need to assess capacity in order to run the Small Station Management Course in sufficient numbers to enable all remote area police officers to undertake this course before deployment to a remote station.

The Small Station Management Course could be expanded to include training on skills such as facilitating community meetings and effective relationship building. This could be supplemented by additional training and coaching from the mentoring team.

Recommendation 15: A mentoring team, comprising police officers with proven success in community policing, should be established to transfer skills and experience to police officers in remote communities.

[Refer to Section 6.3]

The mentoring team would work to a structured program that targets visits to communities on at least a six monthly cycle. This will require relief support for mentors who currently have roles in remote locations.

This should be supported by an internal website (intranet) to share community engagement approaches and good practices, including case studies, tools, guidelines, and other relevant information.

Cultural understanding

Recommendation 16: Local cultural awareness training should be undertaken by all police officers when deployed at remote communities.

[Refer to Section 6.3]

This should be in addition to any generic training undertaken as part of recruit training or in other courses. Where formal training courses already exist in a community and currently offered to service providers, this can also be provided to police officers. For communities that do not have an established course, efforts should be made to formalise a course that should be held for at least one week and include male and female community elders in delivering the training.

Recommendation 17: Current handover/takeover guidelines should be reinforced to ensure incoming police personnel, particularly the OIC, have at least a week of handover with outgoing personnel.

[Refer to Section 6.3]

Police in a community should develop a 'community profile' (which should at least cover specific cultural issues, key issues for the community and important relationships) and use this to handover knowledge to new or relieving police and other service providers. This would also be covered off during routine station inspections.

Representation

Recommendation 18: Increased Indigenous representation should be actively sought in remote communities, for example, through reviewing entry requirements, providing additional training and skill development opportunities, and addressing housing issues.

[Refer to Section 6.2]

Entry requirements for ACPOs, such as literacy, numeracy and minor criminal convictions, should be relaxed to increase the number of Indigenous recruits. Consideration should be given to establishing a less stringent Community Liaison

Officer (CLO) scheme which would rely predominantly on the candidate being acceptable to the community. While the ideal would be to have more Indigenous sworn officers, a CLO scheme provides a more realistic and short-term measure to increase Indigenous participation. The aim would be over time to transition from a community liaison position to an ACPO and then to a full-sworn police officer (if appropriate).

Consideration should also be given to establishing a career path from night patrol to ACPO to enable better support for potential police recruits. Indigenous representatives should be supported, such as through mentor programs and provision of more extensive numeracy and literacy programs, and not placed in communities in isolation.

The school-based apprenticeship/cadetship program should also be re-invigorated. It is understood that funding has recently ended for this program and feedback suggests it is an important program that establishes links between school students and the police force enabling future recruitment into the police force or other government services. This program should also include fire and emergency services.

Other measures to increase Indigenous recruitment could include additional policing support within the Indigenous Development Division to travel to remote communities and work closer with local police officers to identify and target potential recruits. This would include identifying potential recruits from night patrol staff, school-based apprenticeship programs, school graduates and other community members.

Addressing housing availability issues, which is a major obstacle to placing more ACPOs in communities, should also be addressed as a priority. The Review has estimated an additional 18 houses are required for existing ACPO positions within remote community police stations.

Recommendation 19: Increased female police officer representation should be actively sought in all remote communities, for example, through increasing intake levels of female recruits, providing whole-of-government opportunities for female officers with a partner, and providing part-time locum-style roles for short term relief postings to remote communities.

[Refer to Section 6.2]

Police should continue and expand where possible its affirmative recruiting policy to engage females in policing, including marketing strategies that prioritise and target the recruitment of females. There are also opportunities to market to 'couples' rather than just individual females.

Options should be explored to allow for flexible working environments to encourage more female representation. If not full-time, there may be an opportunity to build relationships, for example, through a locum-style capability that provides regular visits to remote communities. Use of mobile units to address particular issues in communities could also be an opportunity to increase female visitation to some communities. Use of a locum or mobile unit model would enable a core team of female police officers to be allocated to a number of remote communities with scheduled regular visits.

Chapter 7

Funding considerations

This chapter discusses funding estimations that have been considered on the basis of available data and communities visited as part of this Review.

It was not within the scope of the Review to conduct an audit of each community in the Northern Territory in order to make an accurate recommendation on policing need in each community. Instead this Review provides indicative estimates of resourcing and funding implications that aim to improve and expand general policing services in the NT. In the absence of other available data to more accurately determine an index of need, such as remoteness and community strength, the Review has analysed crime and incident data, population data and other indicators available to inform community need for policing services.

The Review has restricted its focus to communities defined as being over 100 in population, as this appears to differentiate them from outstations. The full list of seventy such communities covered in this Review is available in Appendix A.

In addition, this chapter provides advice on two other issues — increasing ACPO housing in communities and funding current permanent police stations in remote locations to have staffing of three rather than two police staff. Review consultations identified that many communities were unable to fill an ACPO position because there was no available housing. It was also noted that the relief requirements for a two-person station amounted to a nearly a third FTE officer, and that this should be costed into additional funding required for such stations. There are also continuity and community relationship benefits associated with providing a third police officer at such stations.

This will bring two person permanent police stations up to the standard at the recently established Themis stations. The establishment of Themis police stations has been based on a minimum of three police officers, predominantly to enable stations to be self-relieving. Some NT Police stations are currently staffed with two police officers, and for reasons similar to those for Themis stations, there is a strong argument that all should be increased to an establishment of three police officers. This includes police stations in remote communities as well as ten police stations that have related responsibilities in remote communities, such as Ti Tree, Daly River and Kulgera.

7.1 Using the index of need approach

In the absence of appropriate data to be able to fully develop an index of need as described in Section 5.1, the Review has used an interim approach for assessing police resourcing needs based on available data and the communities visited. Given that the scope of services did not permit a detailed inspection of the circumstances in all communities, the approach here estimates funding for communities for which both crime and population do data exist and uses this to assess a range of projections to cover all communities and provide an overall cost estimate.

Section 5.1 includes an outline of how an index of need is derived and classified into a level of need — either a 'very high', 'high', 'moderately high', or 'moderate' level of need. Based on the data available and consultations with the communities, funding estimates have been based on the assumptions referred to in Box 7.1.

Box 7.1

INTERIM INDEX OF NEED APPROACH

The following assumptions have been made for communities at differing levels of need outlining base standard requirements for each level:

- **very high** need communities require a permanent presence with a staffing of at least three police officers;
- **high** need communities require a permanent presence with staffing of three police officers; and
- **moderately high** and **moderate** need communities require at least an overnight facility, with at least one additional police officer stationed at the nearby hub community.

Source: Allen Consulting Group

There are 70 communities covered in this Review, of which 63 have data available to inform an indicative index of need analysis. The Review met with 31 out of the 70 communities under consideration.

Cost estimates for providing additional police presence to the 63 communities for which data exist regarding population and reported incidents are based on the ranking of communities according to 'very high', 'high', 'moderately high' and 'moderate' need as discussed in Chapter 5 and listed in Table 7.1.

The bold text in the table indicates that at the moment the above levels of policing (as determined by an index of need approach) are not being achieved in all communities. For example, of communities with a 'moderate high' need, six already have a permanent police presence (as part of Taskforce Themis) and only three have an overnight facility. Of communities with 'very high' need, three communities do not have a permanent police presence. Similarly, three communities rated as 'high' do not have a permanent police presence.

It should be noted, however, that the levels of need are based on population and reported incident data, and need to be tested and augmented by more detailed analysis of police and service agency knowledge in each community. For example, the Review experience at Ngukurr supports its classification as having a 'very high' level of need. Similarly, the Review's experience at both Wadeye and Angurugu supports their ranking as having a 'very high' level of need.

In other communities, however, a 'very high' level of need was not as obvious from the Review's community visit. For example, it was less apparent in Kalkarindji and Lajamanu that these were communities with a 'very high' level of needs.

It is therefore important that the assumptions made here predominantly for cost estimation purposes are tested before they are applied to specific communities.

Table 7.1

LEVELS OF NEED

Very high	High	Moderately high	Moderate
Angurugu (O/N approved) (C)	Ali Curung (C)	**Amanbidji**	**Areyonga**
Galiwinku	Alpurrurulam (C)	**Ampilatwatja**	**Atitjere** (C)
Gapuwiyak	**Barunga**	**Belyuen**	**Canteen Creek** (C)
Gunbalanya (C)	**Beswick**	**Daguragu** (C)	**Engawala**
Kalkarindji (C)	Bulman	Finke	**Eva Valley**
Lajamanu (C)	Hermannsburg (C)	Imanpa	**Haasts Bluff**
Maningrida	Kintore (C)	**Jilkminggan** (C)	**Imangara**
Milikapiti	Mutitjulu	Kaltukatjara (O/N) (C)	**Kybrook Farm**
Milingimbi (O/N)	**Nauiyu**	Minjilang (C)	**Milyakburra**
Minyerri (C)	Nturiya (C)	**Mount Liebig**	**Pigeon Hole**
Nguiu (C)	Papunya (C)	**Nganmarriyanga (Palumpa)**	**Robinson River**
Ngukurr (C)	Peppimenarti	Nyirripi	**Tara**
Numbulwar	Pirlangimpi (C)	**Titjikala (O/N)** (C)	**Wallace Rock**
Raminginimg	Santa Teresa (C)	**Umbakumba (O/N)** (C)	**Wilora**
Wadeye (C)	Willowra	Warruwi	**Wutunugurra (Epenarra)** (O/N approved) (C)
Yuendumu		Yarralin (C)	**Yuelamu**

Notes:
1. The sixty-three communities with index of need calculated are the communities with both community population and confirmed incident data available.
2. Bold text communities currently have no permanent police presence (either permanent NT Police or Themis stations).
3. (C) indicates the Review visited the community on consultation.

Source: Allen Consulting Group analysis

Sensitivity analysis

A sensitivity analysis was also undertaken to understand the impacts on estimates of community levels of need when incident data were weighted more heavily. The index of need in Table 7.1 is based on weighted crime data by 0.6 and population data by 0.4. This differential weighting reflects that while incident rates are influenced by population size, it is likely to be influenced to a larger degree by past incident rates. It also reflects concerns about the quality of the population data being from 2006 as compared to more recent 2009-10 confirmed incident data.

At the same time, incident data may be biased towards communities with a police station, or very nearby to police stations, leading to a higher level of incidents reported for these communities. Confirmed incident data do not take into account unreported crime that may be experienced more frequently by communities without a police station.

To assess the implications of the different weightings, similar analysis was conducted where confirmed incident data was weighted even more heavily, to a ratio of 0.75:0.25. Only six out of the sixty-three communities resulted in a different level of need that would affect recommendations regarding the addition of a permanent police station or overnight facility, and the specific circumstances these communities of these have been factored into the overall recommendations.

While the sensitivity analysis indicates that there would be little impact on the aggregate levels of policing recommended in this Review, the differences at a community level confirm that future resource planning would benefit from the development of a more robust index of need, incorporating data regarding remoteness and community strength factors.

A further limitation of the current interim approach is that it reflects a small window of the community situation at one point in time. During consultations the Review heard that situations in communities can change suddenly, such as population migration or rapid escalation in community violence. A more fully developed index of need of need approach would also cater for this.

Projecting the index of need to all communities

The approach used to project the additional police presence required in the seven communities without both population and confirmed incidents data (Amoonguna, Arlparra, Binjari, Gunyangara, Laramba, Pmara Jutunta and Yirrkala) was to assign them a 'moderate' level of need, thus requiring an overnight facility together with accompanying police staff and police housing at a hub station.

The Review visited Yirrkala and Gunyangara and found that these communities, while having substantial populations, do not require additional permanent police presence as they are close to Nhulunbuy. The Review understands that the other communities without confirmed incident and/or population are relatively small, and with a level of incidents that is around or lower than the communities rated with a 'moderate' level of need.

As result, these seven communities have been assigned with an overnight facility and one police officer to provide support and a house in the hub community.

Additional policing in remote communities

The indicative index of need approach suggests the following is required in remote communities in the NT:

- additional permanent police stations: 12 (including 9 Themis stations to transition to permanent stations);

- additional overnight facilities: 25 (including 3 Themis stations to transition to overnight facilities);

- additional police officers: 51 (not including the transition of current AFP officers to NT Police); and

- additional housing for police officers: 46.

This level of policing presence will ensure that most remote communities with a population of at least 100 have access, according to need, to either permanent police stationed in their community, or are within one hour of police stationed in a neighbouring community or regional centre and have an overnight facility from which these police are able to stay and operate for extended periods each week.

The sequencing of additional resourcing and the 'normalisation' of Themis stations to achieve this coverage is discussed in further detail in Section 8.2.

7.2   Costing methodology

A range of costs have been considered to cover the needs of the communities under consideration, comprising:

- additional police staff;

- new permanent police station (infrastructure only);

- overnight facility (including an additional police officer at the hub station);

- additional housing (for additional police officers as well as ACPOs);

- air services extensions; and

- Themis operational costs and transitional costs to implement the additional police presence.

In Chapter 6 it was noted that approximately 1.63 police are required to fill one FTE position for the full 53 weeks in one year, the 0.63 component comprising relieving and other support functions. The costings here are based the assumption of one police officer per FTE position, and not the additional 0.63 replacement police. This is because it is assumed that a police station with three police staff will be self-relieving so there will be two police officers available in the community, the majority of the time.

Cost data

The following describes each of the cost items and associated assumptions. Cost data are based on unpublished and published NT Police information.

Recurrent costs

Recurrent costs include the costs of additional police staff. The cost of one additional police staff ($281,753 in 2010/11) is the summation of the following cost items:

- **Salary costs of $60,838 p.a.** — additional police staff salary is based on the salary of a First Constable in 2010/11. In 2009, remote staff were typically constables so the assumption has been made to include a First Constable salary as an approximate average of the cost of staffing police in remote areas.

- **Other personnel costs of $44,108 p.a.** — comprising superannuation, consolidated allowance, other allowances, workers compensation and payroll tax.

- **Operational costs of $79,089 p.a.** — in remote areas, operational costs are 130 per cent of salary and cover recruitment, relocation, property maintenance, minor equipment uniform, vehicle running expenses and patrol allowance costs.

- **Remote factors of $33,326 p.a.** — comprising additional overtime, remote General Duties Allowance, electricity subsidy, freight allowance, a cleaning contract, FOILS fares and accommodation, spousal honorarium, satellite TV allowance, fringe benefit tax on remote benefits and additional recreation leave incentive.

- **Indirect labour costs of $54,050 p.a.** — comprising 3.3 per cent long service leave (paid by the central agency), provision of agency owned accommodation,

relief during absences from work (recreation leave, training and re-accreditation leave and sick leave) and relief travelling allowances.

- **Capital costs of $10,342 p.a.** — capital costs are assumed to be 17 per cent of salary costs. Capital costs include vehicle and vehicle mechanic costs.

Other recurrent costs are aircraft leasing and operational costs to transition Themis stations and implement the additional policing presence in remote communities:

- **Air services lease costs of $1,322,670 per plane p.a.** — this funding is required for the plane introduced to support current additional police introduced with the Themis stations (currently funded until the end of 2011/12), as for well as for an additional plane which will required to support the extended presence recommended in this Review.

- **Remote policing operational costs of $2,141,000 p.a.** — this is the current operational cost of Task Force Themis which will need to continue to support the transition of Themis to permanent police stations or overnight facilities, as well as to implement the additional police stations, overnight facilities and housing recommended in this Review.

All labour costs have been indexed upwards by 4 per cent each financial year. This is based on an average of the index of the previous two years — between 2008-09 and 2009-10 salaries were indexed by 4.5 per cent and between 2009-10 to 2010/11 salaries were indexed by 3.5 per cent.

Capital costs

Capital cost data and assumptions were provided to the Review in 2009-10 dollars. These have been inflated using the Building Construction NT Price Index (ABS 2009). Construction costs have grown significantly over the previous five years in the Northern Territory. Australian Bureau of Statistics (ABS) data indicates that building construction costs increased 50 per cent over the five years to end December 2009. This growth equates to an average annual compound growth of 8.43 per cent per annum. This growth contrasts with construction cost growth in the whole of Australia which grew 19 per cent over the same five year period (average annual compound growth of 3.5 per cent per annum).

Growth in Northern Territory construction costs has slowed in the last few years (growth of 3.7 per cent in the 12 months to end December 2009). Due to future uncertainty associated with the Northern Territory construction industry, the costing assumption applies the five-year compound average for the NT of 8.43 per cent per annum, to estimate future construction costs (ABS 2010).

Permanent police presence

This costing is based on unpublished NT Police data of approximately $10 million (2009-10 dollars) per permanent police complex which includes approximately $9.4 million for: police station with capacity for six police staff; one multi purpose room; one police storage facility; four 4 bedroom houses; and one 2 bedroom visiting officer's quarters.

The cost of a permanent police presence also includes the cost of a full fit-out of the police office. A full fit-out is estimated at around $600,000, including communications, vehicles, accoutrements, computers, and office furniture. These costs reflect construction costs and other initial costs such as transporting materials to remote communities. The cost estimates do not include capital or equipment replacements, such as depreciation.

Housing

Based on unpublished NT data, the cost of one house is estimated at around $800,000 (2009-10 dollars). This cost reflects construction costs and other initial costs (such as transporting materials to remote communities). The cost estimate does not include capital, equipment replacements or depreciation.

Increasing housing would remove one limitation to employing ACPOs in remote communities. It is understood that many current ACPOs are based in regional centres mainly due to a shortage of housing in remote communities.

Overnight facilities

A permanent overnight facility costs approximately $900,000 (unpublished NT Police data). It is assumed that each overnight facility also requires one additional police staff member based at the hub police station and one house for this police staff member in the hub community.

These costs reflect construction costs and other initial costs (such as transporting materials to remote communities). The cost estimates do not include capital or equipment replacements, such as depreciation.

7.3   Timeframes

The timeframe for establishing a police presence in a community depends on the service model involved. Establishing permanent facilities or overnight facilities requires negotiation over land acquisition before construction can take place. For example, a permanent police presence requires the construction of accommodation and police station facilities, and it can take up to a year to complete land acquisition negotiations, building design, contract advertising, contract negotiation and construction, handover, and commissioning.

If an overnight facility is required, there is still a requirement for land acquisition, contract advertising, negotiation, construction, handover, and commissioning, which can also take up to a year. Staffing is less of an issue if police officers are already present at another remote station and should be plan to use the facilities as part of their district patrols. Where additional staff are required to perform patrolling activities, this would involve additional time requirements to train and recruit policing personnel.
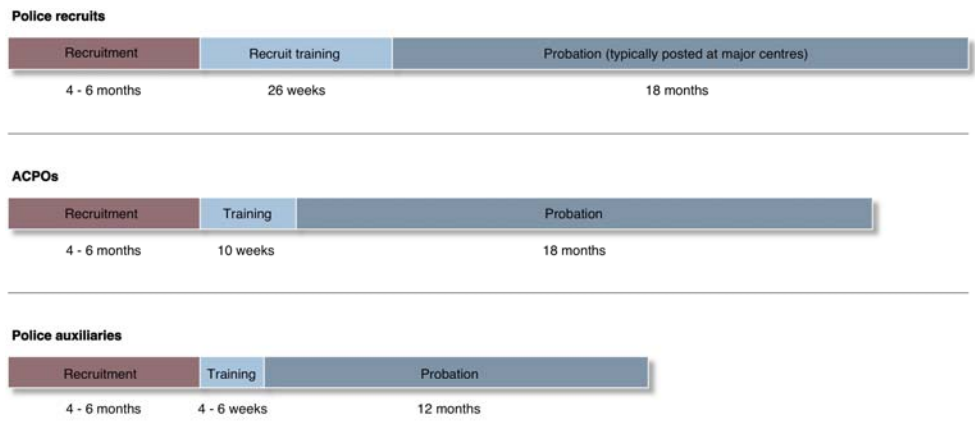
Where Themis stations are converted to permanent police stations, the timeframe would be similar to establishing a permanent police station where none previously existed. If the Themis facilities were to be used as an overnight facility, there is unlikely to be any additional significant timeframe required for either establishment or for recruitment and training if utilising existing staff.

Therefore, while infrastructure establishment could take up to a year to effect, it is the recruiting and training of additional personnel that will be the critical to the timeframe for expanding policing presence.

Figure 7.1 illustrates indicative timeframes for recruitment, training and deployment for new recruits, ACPOs and auxiliaries, showing that it can take 2 to 2.5 years to recruit, train and deploy new recruits to remote locations. It is a requirement that new recruits undertake 18 months probation, typically at a major centre. This provides new police officers with experience at a major centre before deployment to any remote locations. The indicative timeframes show that the time needed for advertising and attracting new recruits, ACPOs and auxiliaries can take up to 6 months.

Figure 7.1

INDICATIVE TIMEFRAME FOR RECRUITMENT, TRAINING AND DEPLOYMENT

Police recruits

Recruitment	Recruit training	Probation (typically posted at major centres)
4 - 6 months	26 weeks	18 months

ACPOs

Recruitment	Training	Probation
4 - 6 months	10 weeks	18 months

Police auxiliaries

Recruitment	Training	Probation
4 - 6 months	4 - 6 weeks	12 months

Source: NT Police 2010

Based on these recruiting and training lead times, full extension of policing presence to the additional communities is likely to require at a five-year timeframe.

As with the funding estimates, this timeframe is indicative only and should be reassessed once specific communities have been identified for additional police presence. Similarly, as discussed in Chapter 6, the capacity of the Police College to undertake additional recruitment should be reviewed alongside the level of additional requirements identified in this Review.

Further detail around implementation sequencing and staged annual costs is provided in Section 8.2 and Appendix E.

Chapter 8

Conclusion and summary of recommendations

These recommendations focus on improving, enhancing and expanding policing in remote communities in the Northern Territory. As noted earlier, policing can be an expensive solution to social disorder in remote communities that may at its origin be better treated as issues relating to education, health, employment and housing.

Service providers, agencies and community members have a role in addressing issues affecting community safety. This 'whole of government' and 'whole of community' approach ensures coordination of service delivery and commitment from community members to address safety issues.

While some safety issues will require a long term response by all service providers in order to be addressed, it is important in the short to medium term that there is adequate visible policing presence in order to stabilise remote communities and address immediate policing and safety concerns. This will help to stabilise environments conducive to other service providers operating effectively to achieve their objectives.

This Review has focused on recommendations for providing such stabilising policing in remote communities. Some of the findings made here apply equally to other service providers, however, given the scope of this Review, specific recommendations are necessarily limited to policing services.

As mentioned earlier in this report, recommendations are made in terms of:

- police recruitment, training and engagement with the community and service providers to ensure that the right people are at the right place at the right time, doing the right things; and

- service standards and models of community policing that enable police presence to reach as far as is appropriate and sustainable into remote communities.

Comment is also made in this chapter to areas beyond the scope of the review that are considered to warrant detailed attention.

8.1   Recommendations to extend policing in remote communities

Recommendations to expand policing in remote communities are covered in each of the chapters on:

- service standards, models and strategies to achieve appropriate coverage (Chapter 5); and

- recruitment, training and development to maintain sustainable policing (Chapter 6).

For convenience, these are repeated here so that all the recommendations can be viewed in their entirety.

The overarching principle is that all communities that do not currently have a permanent policing presence should have improved access to more regular policing services. The Review recommends additional policing resources to ensure adequate relief staff, transition Themis stations to either permanent or overnight facilities, allocate appropriate resources to hub stations, and extend overnight facilities in communities where needed.

While not within the scope of this Review, there will also be downstream effects of additional policing resources, particularly on the broader justice system. Any increase in policing resources is likely to place increased demand on courts, jails and other justice services. It will be important that consideration is given to support the justice process in dealing with additional workload from increased police presence in remote communities.

Service standards

Recommendation 1: Service standards specific to remote community policing should be developed and applied consistently throughout remote communities.

[Refer to Section 5.3]

Service standards should be developed together with appropriate resourcing, supervision, performance measures and reporting arrangements with the objective of improving the level of policing and community engagement in remote communities. While general principles apply as outlined in Section 5.3, the standards need to provide sufficient flexibility to accommodate the unique circumstances of individual communities.

The standards should: specify the role and functions of police in remote communities, aim for maximum accessibility to police services and equity in their delivery, recognise the value of proactive policing, establish clear lines of communication with community, encourage community engagement on safety issues, clarify expectations of police within individual communities (and police expectations of communities), outline coordination between police and other community services (including night patrol, shelters, sobering-up facilities), and set target response times by police and specialist police, acknowledging the unpredictable timing and nature of requests for police assistance.

In order to establish response times, NT Police should implement monitoring of current response times in remote communities with a view to improving current response times. It is difficult to determine an adequate response time as part of this Review without understanding current limitations and variables that impact on current response times.

Development of service standards should also reinforce expectations of community police in remote communities to include:

- workload planning and capacity building to incorporate time for 'community policing/engagement' activities;

- explicit acknowledgement of the importance of showing respect and judgment of community in application of criminal law and the importance of 'one law for all';

- acknowledgement of the importance of police as community role models, especially for youth, (including by participating in activities, working with other service providers such as youth workers and sports officers;

- providing support and mentoring for ACPOs (or community liaison officers) and night patrols;

- being seen more outside of cars in the community, whether on patrol or as part of community activities;

- being involved in community/agency coordination/governance meetings;

- regularly meeting with community members, and to explain roles and responsibilities; and

- undertaking local cultural training with community elders.

The standards should stipulate that protocols (at an operational level) for law enforcement to be pre-discussed and agreed with community leaders (including mutual respect and regional partnership agreements). These agreements should have local ownership of and accountabilities for actions under the agreement.

The policing role in schools should also be reinforced to assist in addressing truancy and other school safety issues. Community feedback suggests school-based police officers should be re-introduced however it is acknowledged that school-based activities should be part of community policing, rather than requiring a separate role. Incorporating school-based activities within a community policing role will also include hosting or supporting blue light discos, safety education and other areas which are currently supported from urban centres such as Darwin.

Police should also work with community and other service providers to identify potential offenders/offences and pre-empt incident, such as working with hospitals/clinics/schools to identify high risk situations.

Recommendation 2: Service standards should be developed for night patrols to complement remote policing activities by NT Police.

[Refer to Section 5.3 and 5.4]

In line with the development of service delivery standards, better communication (in terms of both processes and technology) with night patrols would also assist greater combined effectiveness of police and night patrol capabilities. Police should work with shires and night patrols to establish an understanding of roles and responsibilities, and protocols for working together. It is understood that there is work currently underway to establish MOUs between police and night patrol.

Recommendation 3: Systems, processes and infrastructure should be reviewed to identify opportunities to maximise the time that police are available to undertake community policing within their community.

[Refer to Section 4.1 and 4.2]

While police stations are expected to remain open during the day, it is often at night when the need for policing is greatest. It should be reinforced that police stations operate on shifts aligned with times of peak demand, such as evening rather than day shifts on pay days. Police should work with communities to manage expectations regarding station opening hours and district patrol responsibilities.

Darwin and Alice Springs call centre staff (for either 000 calls or diverted coverage when station phones are switched through after hours) should be well informed about remote communities — in relation to their location/facilities.

Administrative duties which do not directly relate to community policing or engagement should be reviewed for simplification. As an example, MVR workload could be reduced by improving e-payment facilities and/or by using other agencies. Alternatives should be investigated to station police being required to provide escort services for offenders, such as transport to court. Greater use of faster transport modes, particularly by air, when needed would also help maximise time that police are available in the community.

There should also be greater used of overnight facilities (or police posts/offices where police officers can work in communities) for communities that do not have a permanent police presence.

Community infrastructure such as sobering-up shelters and safe houses should be established in the right locations to reduce demand on police facilities, such as using lock-ups for intoxicated people, or sheltering domestic violence victims within the police station. Establishing such infrastructure also provides local employment opportunities and ensures shared responsibility of community safety issues.

Performance monitoring and accountability

Recommendation 4: Quantitative and qualitative performance measures should be established in order to monitor adherence to and accountability for service standards for policing in remote communities.

[Refer to Section 5.3]

Existing quantitative performance data should be supplemented by community and service provider satisfaction surveys, appropriate for use in remote communities, to provide a broader measure of success in delivering policing services. Achievements and progress should be reported in the NT Police Annual Report in addition to standard management reviews.

Community members and other service providers should be involved in rating satisfaction with community policing. Such ratings would provide a community perspective on whether the police in a particular community were addressing the issues of concern to the community. There may be an opportunity to include these measures into broader measures developed for local implementation plans for RSD sites.

Recommendation 5: Consideration should be given to establishing a specialist career stream and command structure in order to provide an effective managerial focus for the delivery of policing services to remote communities.

[Refer to Section 5.3]

The recent change in the NT Police command structure provides an opportunity to increase focus on remote policing services. An Assistant Commissioner has been given responsibility for remote policing activities whereas previously remote policing tended to become amalgamated with regional and metropolitan area activities under the larger umbrella of 'police operations.' By separating remote community policing activities from the regional and metropolitan areas and adopting an appropriate internal and external reporting regime, the remote area work of the NT Police can be better monitored and progress measured. Such measures become more relevant if an expansion of police resources into more remote communities is to occur.

Station inspections should also be re-invigorated to occur on a regular basis and include meeting with community members and service providers. This would provide an opportunity to address questions around community engagement and be part of the community feedback and monitoring discussed above. While this will require the allocation of additional 'inspection' time, it will help improve accountability for the achievement of community policing service standard in practice.

Resource planning

Recommendation 6: An index of need should be established to assist NT Police as well as other service providers identify and plan for resource needs within remote communities.

[Refer to Section 5.1, 5.4]

Such an index of need involves collecting both qualitative and quantitative information regarding community characteristics that drive the need for a police presence, as well as that of other service providers. As outlined in Section 5.4, the characteristics include community population (primary community and associated outstations, density and high risk and gender demographics), incident rates (reported and unreported incidents), remoteness factors (area covered, travel time, road conditions, access to licensed alcohol premises) and community strength (cultural governance and authority structures, employment and participation rates, other community services). NT Police reporting of crime data should include a requirement to include community data to enable a breakdown of incident data for all communities.

The index of need will require input from, and indeed could equally be utilised by, other service providers as an aid to planning the delivery of related services.

Recommendation 7: As an interim measure prior to development of an index of need, use the Review's analysis of population and incident rate data, together with qualitative evidence gained from community consultations, to identify and commence addressing those communities that have a need for new permanent stations or additional access to policing resources.

[refer to Section 5.1]

Based on the data currently available, the Review has developed an indicative index that utilises community population and incident data, and includes information gathered about communities visited by the Review. While there are limitations to this approach that would be addressed through the development a more complete index of need, it is able to provide an indication of aggregate need for policing across remote communities in the NT.

The interim analysis estimates an additional requirement of 51 police, 3 permanent police stations (as well as 9 Themis stations converted to permanent police stations), 25 overnight facilities and 46 houses for police officers. This additional policing presence will mean that most remote communities with a population of at least 100 have access, according to need, to either permanent police stationed in their community, or are within one hour of police stationed in a neighbouring community or regional centre and have an overnight facility from which these police are able to stay and operate for extended periods each week.

Table 8.1 indicates the levels of additional policing presence for which there is a consistent body of evidence of need arising from the data analysed and Review consultations, as well for which the evidence is mixed and requires further

confirmation. The recommendations subject to confirmation include the seven communities without incident and population data and other communities that the Review felt the interim index of need may not have reflected actual circumstances.

Specific detail about additional policing presence for individual communities is provided in Appendix E, including suggested sequencing and cost estimates over a five-year implementation timeframe.

Table 8.1

ADDITIONAL POLICING IN REMOTE COMMUNITIES

Item	Total	Consistent evidence	Mixed evidence (subject to confirmation)
Additional permanent police stations	12	10 (2 new police stations and 8 Themis stations to transition to permanent facilities)	2 additional permanent police stations (includes 1 Themis station to transition to permanent facilities)
Additional overnight facilities	25	19 additional overnight facilities (including 3 Themis stations to transition to overnight facilities)	6 additional overnight facilities
Additional police officers (not including transition of AFP officers)	51	43	8
Additional police housing	46	40	6
Additional ACPO housing	18	18	0

The above information does not include the transition of 6 Themis stations to permanent which are already funded.

Source: Allen Consulting Group

Recommendation 8: All Themis police stations should be transitioned to either permanent stations or overnight facilities.

[Refer to Section 5.2]

Utilising the indicative index of need, the Review recommends that nine existing Themis police stations be transferred to permanent police stations and three existing stations be converted to overnight facilities (as mentioned above). Together with plans already underway to convert a further six Themis stations to permanent police stations, this means that means that all Themis stations will become permanent or overnight facilities.

Over time, this will result in short term postings to Themis stations (of 3 or 6 months) to move to longer-term postings to ensure greater level of community understanding and relationships. This will also allow Themis stations to be 'normalised' with the longer-term postings (of 2 to 3 years) to existing permanent police stations.

Recommendation 9: Resource levels should factor in sufficient staff to provide adequate relief for absences of police officers from the community. This should include a locum pool of police able to provide consistent relief to clusters of communities.

[Refer to Section 5.2]

A three-person staffing model at police stations in remote communities, together with as strengthening of police resources at regional centres or hub stations, would enable better coverage of police absences from communities, whether for leave, FOILS, illness, prisoner escort, or training and development.

Consideration should also be given to establishing a locum pool of relief police experienced in working with specific communities. This would provide continuity for communities, where, for example, police officers based in a regional centre could have relief responsibility for a cluster of communities.

Once all remote police stations move to a three-person model, the demand for relief staff should be reduced as remote stations would normally be self-relieving. In the transition period, there will remain a requirement for a centralised relief pool, and in the future, there will continue to be some requirements for a locum relief pool, for example, to relieve an experienced OIC with another similarly experienced police officer.

Such a relief pool would also provide the opportunity for communities to have access to a greater number of female police officers than may be able to be permanently stationed.

Recommendation 10: Resource planning for expanded police presence should factor in a commensurate increase in management (Command structure), training (Police College), specialist policing resources and transport infrastructure (in particular, the Police Air Wing) required to support the additional officers and assets in remote communities.

[Refer to Section 5.2, 5.3, 6.2, 6.3]

Extending policing coverage into remote communities will require additional management and specialist support such as detectives. According to analysis, there are 0.1 management (at Commander and Superintendent level) and 0.6 specialist police per police officers working in a remote community. Using this as an indicative base, it suggests up to an additional 5-6 management and 30 specialist police are required to support an expansion of 52 additional police officers. There is also 0.3 administrative staff per police officer in a remote community, which suggests another 15 admin staff may be required to support an expansion in policing staff. These support positions should be as close as possible to communities, spread around regional centres.

An assessment of capacity of the Police College should be undertaken in order to meet increased requirements for recruitment and training.

Analysis should also be undertaken on the expanded use of aircraft by police in all remote communities for prisoner and general police transport requirements with the objective of increasing available police time in remote communities. The Review's recommendation of an additional 51 police in remote communities (not including AFP transition to NT Police officers), suggests there will be demand for an additional aircraft to support this increased deployment.

Recommendation 11: Consideration should be given to establishing mobile police units able to be deployed to address situations that temporarily demand a high level of policing.

[Refer to Section 5.2]

While the Review recommendations to extend police presence further into remote communities are based around the hub-and-spoke model to provide patrols to other remote locations both with and without overnight facilities, it also recognised that the need for policing can vary significantly from time-to-time according to transitional populations and specific community issues.

As a result, there may be times of peak demand for a mobile policing presence that does not justify the relatively high costs associated with permanent police stations or overnight facilities. It is not practical for such 'mobile facilities' to be provided on a fly-in/out basis without a vehicle as this would limit the abilities of police to undertake a range of activities. Rather, the unit should be based on at least two truck-chassis vehicles, one of which can provide the mobile 'police office', the other to provide the sleeping, cooking and bathroom facilities. Such a combination of two specially equipped vehicles (including radio communication and IT facilities) would most likely be able to be crewed by at least four officers.

It will be important to learn from past experience with such mobile vehicular units, particularly in relation to selection of vehicle type and fit-out, appropriate to the needs of remote areas in the NT. They will need to be carefully designed, undertaking appropriate consultations with the staff who will need to use them, to ensure they are adequate and appropriate for their intended application in remote communities.

The need for such units should be monitored alongside the implementation of the hub-and-spoke model and the development of a more detailed index of community needs.

Recruitment, training and development

Recommendation 12: Multi-faceted strategies should be established to enhance recruitment to the NT Police of personnel most likely to be suited to living and working in remote communities, including profiling the characteristics of effective community police officers.

[Refer to Section 6.1]

The aim is to develop strategies that enhance recruitment opportunities and target suitably qualified people who can demonstrate the necessary prerequisites for living and working on remote communities.

The Review understands there are recommendations arising from the Humble Report (*Attracting members to regional and remote locations*) that are currently being analysed by NT Police HR and form part of current recruitment priorities.

Recommendation 13: Options should be investigated to provide greater support and encouragement for partners and families to increase the attractiveness of remote postings.

[Refer to Section 6.3]

As mentioned above, the Humble Report also contains recommendations about provision of additional support to families. Support such as mentoring, information sharing, and handover/orientation are important to ensuring a successful remote posting.

It is anticipated that the increase in infrastructure and services at Territory growth towns will improve attractiveness of some remote locations.

Recommendation 14: All police officers should undertake a Small Station Management Course before deployment to a remote community police station.

[Refer to Section 6.3]

The Police College will need to assess capacity in order to run the Small Station Management Course in sufficient numbers to enable all remote area police officers to undertake this course before deployment to a remote station.

The Small Station Management Course could be expanded to include training on skills such as facilitating community meetings and effective relationship building. This could be supplemented by additional training and coaching from the mentoring team.

Recommendation 15: A mentoring team, comprising police officers with proven success in community policing, should be established to transfer skills and experience to police officers in remote communities.

[Refer to Section 6.3]

The mentoring team would work to a structured program that targets visits to communities on at least a six monthly cycle. This will require relief support for mentors who currently have roles in remote locations.

This should be supported by an internal website (intranet) to share community engagement approaches and good practices, including case studies, tools, guidelines, and other relevant information.

Cultural understanding

Recommendation 16: Local cultural awareness training should be undertaken by all police officers when deployed at remote communities.

[Refer to Section 6.3]

This should be in addition to any generic training undertaken as part of recruit training or in other courses. Where formal training courses already exist in a community and currently offered to service providers, this can also be provided to police officers. For communities that do not have an established course, efforts should be made to formalise a course that should be held for at least one week and include male and female community elders in delivering the training.

Recommendation 17: Current handover/takeover guidelines should be reinforced to ensure incoming police personnel, particularly the OIC, have at least a week of handover with outgoing personnel.

[Refer to Section 6.3]

Police in a community should develop a 'community profile' (which should at least cover specific cultural issues, key issues for the community and important relationships) and use this to handover knowledge to new or relieving police and other service providers. This would also be covered off during routine station inspections.

Representation

Recommendation 18: Actively seek increased Indigenous representation in remote communities, for example, through reviewing entry requirements, providing additional training and skill development opportunities, and addressing housing issues.

Entry requirements for ACPOs, such as literacy, numeracy and minor criminal convictions, should be relaxed to increase the number of Indigenous recruits. Consideration should be given to establishing a less stringent Community Liaison Officer (CLO) scheme which would rely predominantly on the candidate being acceptable to the community. While the ideal would be to have more Indigenous sworn officers, a CLO scheme provides a more realistic and short-term measure to increase Indigenous participation. The aim would be over time to transition from a community liaison position to an ACPO and then to a full-sworn police officer (if appropriate).

Consideration should also be given to establishing a career path from night patrol to ACPO to enable better support for potential police recruits. Indigenous representatives should be supported, such as through mentor programs and provision of more extensive numeracy and literacy programs, and not placed in communities in isolation.

The school-based apprenticeship/cadetship program should also be re-invigorated. It is understood that funding has recently ended for this program and feedback suggests it is an important program that establishes links between school students and the police force enabling future recruitment into the police force or other government services. This program should also include fire and emergency services.

Other measures to increase Indigenous recruitment could include additional policing support within the Indigenous Development Division to travel to remote communities and work closer with local police officers to identify and target potential recruits. This would include identifying potential recruits from night patrol staff, school-based apprenticeship programs, school graduates and other community members.

Addressing housing availability issues, which is a major obstacle to placing more ACPOs in communities, should also be addressed as a priority. The Review has estimated an additional 18 houses are required for existing ACPO positions within remote community police stations.

Recommendation 19: Increased female police officer representation should be actively sought in all remote communities, for example, through increasing intake levels of female recruits, providing whole-of-government opportunities for female officers with a partner, and providing part-time locum-style roles for short term relief postings to remote communities.

Police should continue and expand where possible its affirmative recruiting policy to engage females in policing, including marketing strategies that prioritise and target the recruitment of females. There are also opportunities to market to 'couples' rather than just individual females.

Options should be explored to allow for flexible working environments to encourage more female representation. If not full-time, there may be an opportunity to build relationships, for example, through a locum-style capability that provides regular visits to remote communities. Use of mobile units to address particular issues in communities could also be an opportunity to increase female visitation to some communities. Use of a locum or mobile unit model would enable a core team of female police officers to be allocated to a number of remote communities with scheduled regular visits.

8.2   Implementation sequencing

This section provides further direction on prioritisation and implementation of the Review recommendations in the previous section.

Recommendations 1–5 focus on improving existing policing in remote communities, supported by the findings contained in Chapter 4 of the report. These provide the basis for extending community policing and systematising community engagement and, in general, can be started immediately.

Recommendations 6–11 focus on expanding policing resources in remote communities, which involve significant budget expenditure and will need to be phased in over a number of years.

Recommendations 12–19 provide specific suggestions regarding recruitment, training, cultural understanding and representation, which will ensure the best use of the recommended infrastructure by enabling the 'right people' to take up positions in line with new resourcing.

The immediate requirement is to progress the recommendations around service improvement (recommendations 1–5), including developing service standards to improve consistency in delivery of policing services, implement performance measures, work with night patrols on service standards and ensure accountability and focus on delivery of remote community policing services through the command structure of NT Police (noting that there have been recent changes along these lines announced within NT Police). These recommendations will support the extension of the existing hub-and-spoke approach to provide greater coverage of remote communities.

Progress should also be made on the recommendations around provision of relief, recruitment, training and development, cultural understanding and representation (recommendations 12–19). Action on these areas will help ensure that there is sufficient police capability available to be deployed to remote communities once the resourcing and infrastructure requirements (recommendations 6–11) are completed.

The sequencing of additional resources and infrastructure will depend on the level of identified need within communities.

Commence extending policing in communities for which there is currently consistent evidence of an identified need

Table E.1 and Figure E.1 in Appendix E summarise the suggested phasing of required infrastructure and resources across a five-year timeframe from 2010/11 financial year onwards. The cost estimates and phasing have been developed to provide an indication of aggregate requirements based on currently available information about the remote communities and should be further tested once the recommended index of need is fully developed.

It is noted that there is already significant infrastructure upgrade occurring in 2010/11, including transition of six Themis stations to permanent stations. The first year of implementation of recommendations therefore focuses on recruitment, training and development, achieving Indigenous and female representation in NT Police, as well as establishment of overnight facilities.

As mentioned earlier, there are existing funded commitments to deliver policing staff and infrastructure in 2010/11–2011/12, including AFP police officers, Themis station operational costs and aircraft services. For this reason, some of the costs in 2012/13–2014/15 represent continued funding of these costs until they are normalised into NT police operations.

The funding outlined in Appendix E does not include additional support required for expansion of policing services such as additional command/management support, specialist policing support and additional requirements on the Police College. Operational support (such as recruitment and vehicle support) is built into personnel costings, as outlined in Table D.1. Nor do the phased costings provided include estimates for a mentoring team, locum capability, use of mobile police units or additional support required for Indigenous recruitment.

Develop an index of need to provide insight into specific community need for those communities where there are mixed or no data

For those communities with inconsistent or no available data, the immediate priority is to develop the index of need as outlined in recommendation 6. This will enable a precise determination of requirements, initially for these communities and subsequently to support ongoing resource planning for all remote communities.

Communities with a current police presence but with no data or consistent evidence are: Amoonguna, Finke, Laramba, Tara, Pmara Jutunta, Areyonga, Binjari, Kaltukatjara, and Mount Liebig. There are a further 30 communities with no policing presence for which an index of need should also be developed (refer Table 2.3).

8.3 Other considerations beyond the scope of this Review

During the course of the Review, a number of issues were raised that are considered important to improving community safety but were beyond the direct scope of the Review to address. While the issues may be recognised and actions are already underway in some areas, they are listed below to reinforce their importance as requiring specific further attention.

Alcohol management

Alcohol management and related safety issues are major issues for police to manage in remote communities. NT Police should work closely with community members, service providers and Department of Justice in developing and implementing Alcohol Management Plans, particularly with those that are currently under consideration as pilots. The Review notes that some communities (though not all, depending on community preferences) may benefit from normalised access to alcohol. Local police should be involved in the design and implementation of any alcohol management plans.

Coordination of funded programs

In undertaking consultations, the Review heard of many examples of once well-working programs that have been stopped due to lack of funding — one example is the school-based apprenticeship program which had a high completion rate and established good links between school students and NT Police. There were also examples of funding that has not realised its full intent because of insufficient communication or integration between service agencies and Shires. Two such areas

that have a direct impact on community safety are night patrol and youth sport and recreation programs.

Community infrastructure

It is important that community infrastructure such as sobering-up shelters and safe houses are located in the right places. Improved needs based planning, and particularly the recommended index of need, will assist in identifying requirements for safe houses and sobering-up shelters. While these do not address the root causes of safety issues, they do provide important community infrastructure that can free up the use of police facilities for more pressing needs (than for example using lock-ups for intoxicated people, or sheltering domestic violence victims within the police station). Establishing such infrastructure can also provide employment and encourage shared responsibility of community safety issues. Police should develop protocols for working with these services.

Economic development

Long term safety and social stability at the current remote locations in the NT will also ultimately depend on being able to establish sustainable economic development for the communities at these locations. The present poor situation within many communities in relation to safety, health, education and housing mean that only small steps towards this can be achieved in the short term. Nevertheless full support should be given to programs such as Community Development Employment Projects (CDEP) that encourage education, skills development and workforce participation for these communities.

Community data

NT Police, governments and service providers should work together to collect the range of data required to develop a robust index of community need for each community. An indicative list of data required to develop the index of community need is discussed in Section 5.1, and should include:

- population data (primary community and associated outstations), but with attributes including population density (per household), proportion of the population in high risk age and gender groups;

- incident rates — knowledge of reported and unreported incidents, particularly with attributes in relation to alcohol and domestic violence related incidents, substance abuse and traffic related offences, care/protection orders, and presentations at medical clinics;

- remoteness factors — area covered and travel time from the *primary* community to associated outstations and other population groups, with attributes including time distance to the nearest police station, condition of roads, susceptibility to flooding, and time distance to the nearest access to licensed alcohol premises; and

- community strength — comprising attributes such as established cultural governance and authority structures, council participation, school attendance rates, participation in employment, sporting/recreation programs, and active night patrols.

NT Government should also explore possibilities of working with the Australian Bureau of Statistics to ensure the 2011 Census covers all community and outstation populations. Mapping work should be undertaken to align Census Collection Districts with actual communities.

8.4 Providing feedback to communities

In undertaking the Review, the project team met with community members who were generous with their time and thoughtful in their analysis of what would improve safety.

Despite strong advance efforts to carefully set up community meetings, the Review was made repeatedly aware by communities that this was yet another fly-in/fly-out study, often alongside multiple other service agency consultations, and from which there was little confidence that the community would hear any more.

The Review experienced a strong desire by communities to be jointly involved in the development of improved community safety initiatives. In some cases there appeared to be a clear capacity with community members to commit to and undertake specific responsibilities in this regard. In other communities there will be a clear need to develop this capacity which will require a coordinated and integrated response across local, Territory and Australian Governments.

It is important that responses to the findings and recommendations of this Review, whether accepted, modified or rejected, should be communicated along with the reasoning, so that the communities, police and other service agencies have a strong foundation for working together to improve community safety levels.

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Appendix A

Major and minor remote NT communities

The following communities with over 100 in populations have been extracted from the NT Government's *NT Aboriginal Communities Map*.

Major Aboriginal communities are those with a population of over 100 people which is self governing and has facilities generally expected in any town of this size (for example, school, health care, store etc).

Minor Aboriginal communities are defined as having a population of between 20 and 100 persons which is self governing and may provide resources to smaller outstations.

Refer to Table A.1 for a list of major and minor Indigenous communities in the NT with a population of over 100.

Table A.1

REMOTE ABORIGINAL COMMUNITIES

Minor	Major	
Arlparra	Ali Curung	Minjilang
Binjari	Alpurrurulam (Lake Nash)	Minyerri
Engawala	Amanbidji	Mount Liebig
Eva Valley	Amoonguna	Mutitjulu
Gunyangara	Ampilatwatja	Nauiyu
Imangara	Angurugu	Nganmarriyanga (Palumpa)
Jilkminggan	Areyonga	Nguiu
Kybrook Farm	Atitjere (Harts Range)	Ngukurr
Pigeon Hole	Barunga	Nturiya
Tara	Belyuen	Numbulwar
Wilora	Beswick	Nyirripi
	Bulman	Papunya
	Canteen Creek	Peppimenarti
	Daguragu	Pirlangimpi
	Finke (Apatula)	Pmara Jutunta
	Galiwinku	Ramingining
	Gapuwiyak	Robinson River
	Gunbalanya (Oenpelli)	Santa Teresa (Ltyentye Apurte)
	Haasts Bluff	Titjikala
	Hermannsburg (Ntaria)	Umbakumba
	Imanpa	Wadeye
	Kalkarindji	Wallace Rockhole
	Kaltukatjara (Docker River)	Warruwi
	Kintore	Willowra
	Lajamanu	Wutungurra (Epenarra)
	Laramba	Yarralin
	Maningrida	Yirrkala
	Milikapiti	Yuelamu
	Milingimbi	Yuendumu
	Milyakburra (Bickerton Island)	

Some alternate community names are included above. For more information, see Bushtel (www.bushtel.nt.gov.au)

Source: NT Government 2009

Appendix B

Stakeholder consultations

Following is a list of stakeholders who were consulted for this Review. The team had over 50 stakeholder meetings. The initial project plan included 15-20 consultations. The increased number of meetings reflects the strong interest in this Review as well as the range of stakeholders who had an interest in policing issues.

In undertaking consultations with communities, the Review also met with police officers, government and other service providers and agencies working in the communities.

The Review met with representatives from the following organisations:

- AFP
- Attorney-General's Department
- Australian Crime Commission
- CAALAS
- Central Australian Aboriginal Congress
- Central Land Council
- Chief Minister's Department
- Department of Education and Training
- Department of Families, Housing, Community Services and Indigenous Affairs
- Indigenous Coordination Centres, Department of Families, Housing, Community Services and Indigenous Affairs
- Department of Justice and Corrections
- Families and Children's Services, Department of Health and Families
- Katherine Council
- MacDonnell Shire
- NAAJA
- Napperby Station
- NPY Women's Council
- NT Coordinator-General for Remote Services
- NT Coroner
- NT Police
- NT Police Association
- NT Police College
- Office of the Coordinator General for Remote Indigenous Services
- WA Police
- West Arnhem Shire Council
- Yidiyu/Indigenous Policing Development Division, NT Police

Appendix C

Community consultations

The Review visited 31 communities and met with community members, police officers, service providers and agencies working in communities. These locations included:

- Ali Curung
- Alpurrurulam
- *Alyangula* (covering some service providers for Angurugu and Umbakumba)
- Angurugu
- Arlparra
- Binjari
- Canteen Creek
- Daguragu
- Docker River
- Epenarra
- Gunbalanya (Oenpelli)
- Gunyangara
- Harts Range
- Hermannsburg
- Kalkarindji
- *Katherine* (covering some service providers for Binjari, Mataranka and Jilkminggan, Kalano)
- Kintore
- Lajamanu
- Mataranka / Jilkminggan
- Minjilang
- Minyerri
- Nguiu
- Ngukurr
- *Nhulunbuy* (covering some service providers for Gunyangara and Yirrkala*)*
- Papunya
- Pirlangimpi
- Santa Teresa
- Ti Tree
- Titjikala
- Umbakumba
- Wadeye
- Willowra
- Yarralin
- Yirrkala

Appendix D

Indicative personnel costs at remote locations

The cost of policing in remote areas is twenty per cent higher than the cost of policing in urban locations — remote policing cost $353,821 in 2009-10 per one police staff member compared to a cost of $295,188 for police in urban locations.

Table D.1

COST COMPARISONS — RURAL AND URBAN POLICING 2009-10

	Urban		Remote	
DIRECT COSTS				
Salary	—	$58,798	—	$58,798
Overtime - % of Salary Costs	10.0%	$5,880	10.0%	$5,880
Superannuation - % of Salary Costs	15.0%	$8,820	15.0%	$8,820
Other Allowances - % of Salary Costs	15.0%	$8,820	20.0%	$11,760
Consolidated Allowance - % of Salary Cost	20.0%	$11,760	15.0%	$8,820
Housing Benefit (average)	—	$25,000	—	—
Workers Compensation - % of Salary Costs	2.5%	$1,470	2.5%	$1,470
Payroll tax - % of Salary Costs	10.0%	$5,880	10.0%	$5,880
Additional Remote Factors	—	—		
Overtime - % of Salaries Costs	—	—	25.0%	$14,700
Remote General Duties Allowance - % of Salary Cost	—	—	4.0%	$2,352
Remote Electricity Subsidy (average)	—	—	—	$2,613
Freight Allowance	—	—	—	$500
Cleaning Contract	—	—	—	$2,000
FOILS Fares (2 per annum)[1]	—	—	—	$3,750
FOILS Accommodation (2 trips per annum)	—	—	—	$750
Spousal Honorarium	—	—	—	$1,370
Satellite TV Allowance	—	—	—	$500
FBT on remote benefits	—	—	—	$2,750
Additional Recreation Leave Incentive	—	—	—	$984
Total DIRECT Personnel Costs		**$126,427**		**$133,694**
General Operational Costs - % of Salary Costs	55.0%	$32,339	130.0%	$76,437
General Capital Costs - % of Salary Costs	17.0%	$9,996	17.0%	$9,996
Total DIRECT Costs		**$168,761**		**$220,127**
INDIRECT COSTS				
Long Service Leave - % of Salary Costs	3.30%	$1,940	3.30%	$1,940
Provision of Agency Owned Accommodation	—	—	—	$25,000
Relief during absences from work (20 weeks per annum) — salary and allowances	—	—	—	$20,506
Travelling allowance	—	—	—	$4,575
Total Costs	—	**$170,701**	—	**$272,149**

1 Fares out of isolated localities (FOILS)

Source: Unpublished NT Police data

Police in remote locations receive salary and shift allowance, travel and miscellaneous allowances as with all police officers, plus additional benefits for being located in an 'Isolated Locality'. Additional benefits include Spousal Honorarium Payment, Accommodation Allowance (FOILS) and an Electricity Subsidy.

Across NT Police, a variety of allowances may be paid in addition to the normal salary. For officers of the rank Senior Sergeant and below these include:

- General Duties Allowance;

- Night Shift Allowance;

- Consolidated Allowance;

- On-Call Allowance;

- Stand-By Allowance; and

- Dog Handlers Allowance.

Police are rostered for an average of 40 hours per week. Overtime on a weekday is paid at 'time and a half' and 'double time' on a weekend day. A Consolidated Allowance of 20 per cent of base salary is paid fortnightly in lieu of weekend penalties, leave loading, shift work (excluding some night shifts) and public holiday penalties.

The personnel cost for remote locations varies by specific location due to conditions outlined in the Consent Agreement which provide different benefits according to different locations (refer Table 6.1) and also because overtime hours differ between locations, varying the cost.

Constables are the most common rank in remote communities.

Apart from ACPOs, salary only accounts for around one quarter of the total cost of police staff. Given that ACPOs receive fewer isolated location benefits, their salaries account for 41 per cent of total cost.

Costs can vary slightly by location depending on the different isolation benefits and other variances such as different overtime hours.

Appendix E

Implementation sequencing and cost estimates

This appendix contains the indicative requirements of individual communities for additional policing. These have informed the development of the aggregate levels of additional policing presence described in recommendation 7 in Chapter 8. The analysis of requirements is based on currently available data about remote communities, together with information gathered as part of the Review's community visits, and should be confirmed through development of a more complete index of need as referred to in recommendation 6 in Chapter 8.

Table E.1 details the phasing of the additional policing presence over a five-year implementation timeframe.

Figure E.1 summarises the aggregate phased costing (capital and recurrent) over the five-year timeframe.

Principles behind the prioritisation and sequencing

The following principles have guided the prioritisation of recommendations for implementation at remote communities.

- Policing has been extended into communities first for which there exists consistent evidence that there is a need, and according to the level of that need. Within these communities, there are some that require additional police staff, upgrade to permanent or overnight facilities and additional housing for extra police staff.

- Costs have been smoothed out as far as possible over a five-year timeframe to balance converting Themis stations (permanent or overnight facilities), adding new police stations and upgrading two-person stations to three-person stations based on community need.

- Additional ACPO housing in remote communities will enable placement of the 18 ACPO positions currently based in regional centres due to lack of housing. The 18 additional houses have been phased in over the five-year timeframe.

- For communities where there is no consistent evidence (i.e. data are unavailable or mixed) or where there is no current policing presence, these have been sequenced later and the priority is to develop an index of need to provide greater insight into their specific requirements.

- The index of need developed should also continue to be applied to the communities for which consistent evidence currently exists, but the importance here is to better identify the requirements in communities where there are currently inadequate data. As there can be significant population drift across communities it will be important that the index of need is re-applied at regular intervals across all communities to take account of this.

Table E.1

PHASED IMPLEMENTATION OVER A FIVE-YEAR TIMEFRAME

Item	Year 1 (2010/11)	Year 2 (2011/12)	Year 3 (2012/13)	Year 4 (2013/14)	Year 5 (2014/15)
Police stations and overnight facilities					
Additional permanent police stations	0	2 — Milikapiti, Milingimbi	1 — Kaltukatjara	0	0
Additional overnight facilities	1 — Binjari (2 already funded — Angurugu & Wutunugurra)	3 — Areyonga, Beswick & Mount Liebig	8 — Amanbidji, Belyuen, Jilkminggan, Laramba, Nganmarriyanga	13 — Amoonguna, Ampilatwatja, Canteen Creek, Engawala, Eva Valley, Imangara, Milyakburra, Pigeon Hole, Robinson River, Tara, Wallace Rockhole, Wilora, Yuelamu	0
Themis stations into permanent	6 (already funded)	0	5 — Alpurrurulam, Minyerri, Santa Teresa, Willowra, Mutitjulu	4 — Bulman, Finke, Nyirripi, Peppimenarti	0
Themis stations into overnight facilities	0	0	3 Themis station transitions with no additional costs — Haasts Bluff, Minjilang, Warruwi	0	0
Remaining Themis stations	12	12	4	0	0
Personnel					
Additional NT police in remote communities	7 — Kalkarindji, Lajamanu, Nguiu, Ngukurr, support for Angurugu & Binjari	16 — Milikapiti, Milingimbi, Kintore, Pirlangimpi, Maranboy, Mataranka, support for Areyonga, Beswick, Mount Liebig, Titjikala, Umbakumba & Wutunugurra	10 — Kaltukatjara, Harts Range, Kulgera, Pine Creek, support for Amanbidji, Belyuen, Jilkminggan, Laramba, Nganmarriyanga, Haasts Bluff	15 — Daly River, Timber Creek, support for Amoonguna, Ampilatwatja, Canteen Creek, Engawala, Eva Valley, Imangara, Milyakburra, Pigeon Hole, Robinson River, Tara, Wallace Rockhole, Wilora, Yuelamu	3 — Adelaide River, Batchelor, Elliot

Item	Year 1 (2010/11)	Year 2 (2011/12)	Year 3 (2012/13)	Year 4 (2013/14)	Year 5 (2014/15)
AFP Police into remote NT Police[1]	21	20	0	0	0
AFP Police remaining in remote communities (at end of financial year)	20	0	0	0	0
Accommodation					
Additional houses (police officer)	7	10	11	15	3
Additional houses (ACPO)	3	3	4	4	4
Additional aircraft to be funded[2]	0	0	1	1	2
Costs					
Personnel[3]	$1,972,272	$4,688,372	$14,627,719	$4,754,009	$988,834
Police stations	$0	$23,514,130	$63,740,927	$55,291,430	$0
Overnight facilities	$975,870	$3,174,408	$5,736,683	$16,172,743	$0
Themis station operational costs[4]	$0	$0	$2,141,000	$2,226,640	$2,315,706
Houses (police officer)	$6,072,080	$9,405,652	$11,218,403	$16,587,429	$3,597,150
Houses (ACPO)	$2,602,320	$2,821,696	$4,079,419	$4,423,314	$4,796,200
Air services costs			$1,322,670	$1,434,171	$3,110,143
Total capital costs	**$9,650,270**	**$38,915,886**	**$84,775,432**	**$92,474,916**	**$8,393,350**
Total recurring costs	**$1,972,272**	**$6,739,534**	**$25,813,585**	**$31,658,732**	**$35,532,520**

[1] The transition of AFP to NT Police has been funded for 2010/11-2011/12. This is approximately 30 per year. The Review focuses on the 41 positions situated at remote communities and includes costs for these deployments past 2012.

[2] The lease of an additional plane has been funded for 2010/11-2011/12. This costing extends the funding from Year 3 and includes funding for an additional aircraft in Year 5 (following the additional of 50 police officers in remote communities).

[3] Personnel costs at end of Year 2 include the additional funding of the 41 AFP officers who will have transitioned to NT Police. This does not include Themis support personnel as this is covered in Themis operational costs.

[4] Taskforce Themis operational costs have been funded for 2010/11-2011/12. This costing illustrates operational costs for continuing Taskforce Themis as an implementation unit for Years 3 to 5, responsible for implementing all recommendations in this Review. The Taskforce should be reviewed alongside planned changes to command structures to integrate into existing NT Police operations and seek efficiencies from the integration. Operational costs include Taskforce Themis support and management personnel.

Figure E.1

INDICATIVE PHASED COSTING FOR ADDITIONAL POLICE PRESENCE

■ Police station ■ Overnight facility ■ Housing (PO) ■ Housing (ACPO) ■ Total recurring
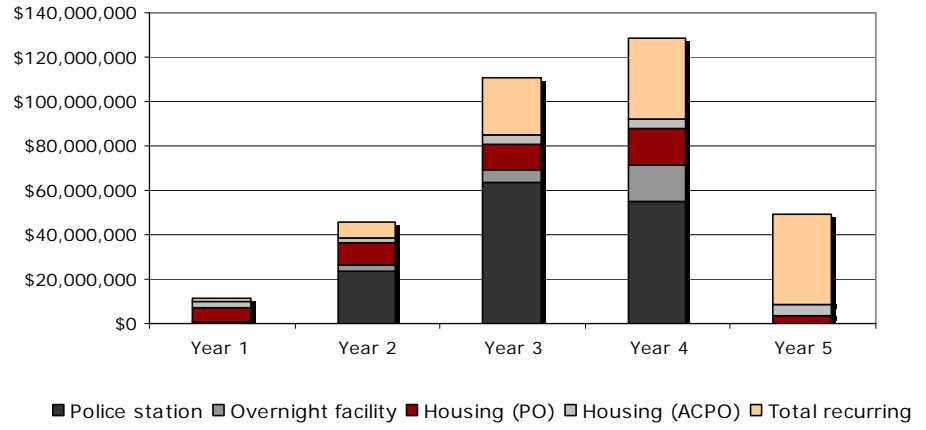
Source: Allen Consulting Group. Personnel costs (recurring) include support costs for additional staff