

Northern Territory Police Review



March 2024

Acknowledgement of Country

The Northern Territory Police Force Review Team respectfully acknowledges the Aboriginal and Torres Strait Islander people of this country and recognises their continuing connections to their lands, waters and communities. We pay our respects to the Aboriginal and Torres Strait Islander cultures, and to their leaders past, present and emerging.

Foreword

The Northern Territory (NT) Police Review was initiated by the NT government on 24 August 2023 in response to an evolving and increasing demand for policing services in the NT, and following feedback from Northern Territory Police Force (NTPF) members in surveys, principally conducted by the NT Police Association, indicating wide dissatisfaction within the workforce.

The Chief Minister appointed me to lead the Review. The announcement of the Review coincided with the permanent appointment of Mr Michael Murphy APM as the Commissioner of Police.

While perhaps not the intent, it is my hope the completion of this Review draws a line under a decade-long period of organisational and, in many instances, personal trauma for the institution of NTPF and individual members.

The dismissal in 2015, and subsequent charging, trial and ultimate imprisonment of former Commissioner John McRoberts, was the first of a series of deeply traumatic organisational events that has shaped and driven NTPF for over a decade. These include the:

- death of Kumanjayi Walker and the commentary by various public figures in the immediate aftermath of this tragic death
- prosecution, trial and current coronial process into Kumanjayi Walker's death, the evidence provided to the coroner to date, and associated public commentary and reporting
- misunderstood and unrecognised impact of the COVID-19 response on the operational capacity of NTPF and individual officers
- suicide of 4 serving or former NTPF members in 2022.

It is not the intent of this document to provide a historical or political narrative of the operations of NTPF over the past decade or to judge individual or organisational responses to the variety of challenges during that period, however, the issues identified above injected themselves into our consultations at times.

Irrespective, both the institution and an overwhelming majority of members remain committed to the underlying ethos of NTPF – to serve and protect. Police officers have been getting on with 'the job'. They seek appropriate support and leadership from the NT government and senior police management to continue to do this.

I would like to acknowledge the support the Review team has received from across the NT community. This includes individual police officers, NTPF and senior police managers, community organisations and councils, particularly Aboriginal community organisations, other NT government agencies and individuals from the community.

While the Review received multiple written submissions, detailed submissions provided by the NT Police Association, and departments of Territory Families, Housing and Communities, Health and Education were of great assistance in informing the work of this Review.

The support provided by other police forces, in particular, the Western Australia Police Force, Queensland Police Service, Tasmania Police, Victoria Police and the Australian Federal Police, has provided valuable insights and material.

Finally I would like to acknowledge the hard work and dedication of the Review team throughout the conduct of the Review and support provided by the Department of the Chief Minister and Cabinet, and Department of Treasury and Finance.

Vince Kelly APM

28 March 2024

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Background

This Review was initiated by the Northern Territory (NT) government on 24 August 2023 in response to an evolving and increasing demand for policing services in the NT, and following feedback from Northern Territory Police Force (NTPF) members in surveys indicating wide dissatisfaction within the workforce.

The terms of reference for the Review can be viewed at **Appendix 1**.

NTPF's core functions are enshrined in legislation, specifically within the *Police Administration Act 1978* (PAA). The core functions are to:

- uphold the law and maintain social order
- protect life and property
- prevent, detect, investigate and prosecute offences
- manage road safety and enforcement measures
- manage the provision of services in emergencies.

It follows that any organisational review of NTPF will necessarily be primarily concerned with assessing the ability of the organisation to fulfil its mandate as prescribed by law.

This Review focuses on the key areas of functional alignment, agency capability to deliver upon key requirements, and the effectiveness and efficiency of NTPF's operating model, people and enablers.

It should be noted that during the Review period, the NT government announced NT Fire and Rescue Service and NT Emergency Services were to join as a standalone agency, separate from NTPF. This Review has not made recommendations regarding this separation or any shared services arrangements that may operate between the 2 new agencies.

The Department of the Chief Minister and Cabinet (CMC), NTPF, and Department of Treasury and Finance (DTF) provided resources and assistance to the Review team. This support was critical in finalising this Review within the required timeframe.

Review methodology

The research methodology employed for the review is characterised by a multifaceted approach, emphasising a thorough consultation phase, and robust data collection and analysis.

The Review team prioritised engagement with operational police officers of all ranks and positions, gaining valuable insights into the daily challenges they encounter in the course of their duties. Additionally, the Review team consulted with a diverse range of government and non-government stakeholders including the NT Police Association (NTPA) and Aboriginal community controlled organisations. This broad approach to consultation reflects the Review team's efforts to develop a holistic understanding of NTPF interactions and partnerships with the broader community. In numerical terms, the consultation phase of the Review involved visits, meetings and submissions as outlined in Table 1.

Table 1: Consultation Data

	Total
Number of locations visited/consulted	40
- Urban police stations	6
- Regional police stations	2
- Remote police stations	31
- Multi-jurisdictional facility	1
Written submissions received	52
Have your say submissions	26
Face to face meeting participants:	678
- NTPFES	507
- NT government	83
- Non-government	88

The Review team also attended shift musters (staff meetings) at major stations to brief members about the review and provide options for them to make submissions, including a one-on-one consultation meeting. By necessity, these interactions were conducted in an operational environment and therefore not recorded as consultations. Nonetheless, significant information was gathered from a wide range of operational members. They also provided the Review team with direct exposure to the 24/7 operational demands being managed by NTPF staff.

Concurrently, a targeted data collection phase included numerous specific information requests made to NTPF, DTF and the Department of Corporate and Digital Development (DCDD). Relevant materials from open source and academic databases, and consenting inter-jurisdictional policing services were obtained for comparative analysis and literature review.

Data is referenced in the body of this report and can also be located in **Appendix 5**.

A significant amount of material was provided in the consultation phase by individuals and organisations on an 'in-confidence' basis and appropriate arrangements should be made to ensure ongoing confidentiality of review material supplied on this basis.

Executive summary

The current demands for service on NTPF are unequivocally at the highest levels in the history of the agency. Those demands are being serviced in an increasingly adverse operating environment characterised by escalating levels of criminal offending across a number of crime types, corresponding community concern and alarm around issues of community safety and business confidence. The NT has the lowest recorded satisfaction with policing services in the nation with 2021-22 reports¹ indicating a 71.6% satisfaction rate, compared to 79% nationally. Historically, the NT has consistently recorded higher rates of crime across the majority of crime types and this pattern has continued with an overall crime rate more than double the national average. In the period 2018-2023 assault rates in the NT rose by 44.5% and crime against property rose by 16.8%.²

Commensurately, in per capita terms, the NT is the most highly policed population in Australia, with 730 operational police staff per 100,000 people, compared to a national average of 281.³ When examined in geographical terms, NTPF provides policing services across a geographical area of approximately 1.42 million square kilometres, servicing a population of 252,473 people, of whom some 30% identify as Indigenous with approximately three quarters of that population living in remote and very remote areas.

In 2022-23, NTPF had an overall employee budget of \$314.7 million with actual employee expenditure reported at \$326.2 million, a variance of \$11.5 million.⁴

Attrition rates among police services nationwide are high, with the NT currently having the highest attrition rate in Australia and New Zealand.⁵ The most significant group exiting NTPF is the organisation's experienced officers between the ranks of Constable First Class and Sergeant. Strategies to retain these valuable officers as well as strategies to recruit to meet these deficits should be a major priority for NTPF in the short to medium term.

NTPF has consistently displayed its credentials as a focused service delivery agency capable of responding quickly to a multitude of policing challenges and maintaining a high tempo operational environment. The understandable operational focus of the agency has meant the operational value of the support provided by the corporate structure of NTPF has not been fully appreciated or realised.

This Review has identified significant gaps in NTPF's corporate structure, data governance and management, and business intelligence capabilities. These gaps which have emerged over a number of decades are impacting the agency's capacity to deliver operational outcomes within established budgets.

The first chapter of this report focuses on areas with recommendations designed to improve NTPF's corporate performance in the short, medium, and long term. The success or otherwise of the proposed Resource Allocation Model (RAM), as outlined in Chapter 2, is contingent upon these areas receiving the required focus of NTPF as a whole.

¹ Report on Government Services (ROGS) 2023.

² Northern Territory Crime Statistics, September 2023.

³ Report on Government Services (ROGS) 2023.

⁴ NTPFES Annual Report 2023.

⁵ Australian jurisdictional statements to the Australian Broadcasting Corporation 'Police forces around the country facing mass exodus of officers' 11 October 2023.

It has become clear to the Review team that the efforts of NTPF to prioritise and meet the demands it is facing are hampered by the lack of an evidence-based RAM. A RAM is an essential tool which provides a consistent methodological approach to guide decision-making and strategic planning. Implementation of a functional RAM is considered a major priority for NTPF. The absence of such a RAM has been identified in similar reviews conducted into NTPF dating back to 1974.

Chapter 2 also focuses on areas of initial and urgent priority for resourcing, including the Joint Emergency Services Communications Centre (JESCC), general duties operations, remote policing operations, the Police College, a number of specialist investigative or support areas and the Forensic Science Branch (FSB). Chapter 3 recommends reallocation of resources in 3 key areas to support the significant human resource increases proposed in Chapter 2.

It is important to note that NTPF does not confront social issues in isolation, and that the work and operations of other frontline government agencies and non-government organisations interact with the work of our police officers. However, this Review only considers NTPF and does not examine the actions or operations of other organisations.

The final chapter of the report seeks to document the impact of policing on the individual in the organisation, and identify what measures are in place to support the overall wellbeing of all staff and how improvements may be made in this area. The health and wellbeing of the entire police workforce – the people – is fundamental to the success of NTPF.

The combination of recommendations in this report has been structured to deliver, over the budget cycle:

- an appropriate and affordable increase in sworn officers and non-sworn support staff in order to meet current needs and growth in future demand
- enhancements to frontline capability to improve community safety
- measures that will result in NTPF being able to make better use of its existing resources to service the operational environment, the ultimate goal being to create an ongoing environment that supports the efficient use of resources and ensures the right people are in the right place when they are needed the most.

Amid the challenges NTPF faces as an agency, it is of utmost importance to acknowledge the dedication, hard work and resilience of the serving officers and staff within NTPF.

NTPF employees work under highly stressful and challenging conditions and provide exemplary service to the NT community.

Summary of Recommendations

Recommendation 1

It is recommended that an Executive Contract Officer 4 position, reporting to the Commissioner of Police as Deputy Chief Executive (Organisational Services) or similar, be established within NTPF to develop and implement a corporate, governance and organisational support functionality that enables and facilitates the agency to achieve its corporate goals. With the assistance of the Chief Executive of the Department of Chief Minister and Cabinet, a suitable candidate should be seconded from within the Northern Territory Public Sector for an initial period of 2 years, with responsibility for areas as outlined in Figure 1.1 and funded additionally to the NTPF base budget.

Further, in conjunction with the Police Review implementation team, the position should be specifically tasked with:

- defining a clear strategic governance framework that includes strategic direction, strong strategic risk management, performance monitoring and reporting, and ethics and integrity
- developing and implementing strategic and business planning
- developing and implementing high level budget, financial and workforce reporting for the senior executive to enable effective performance monitoring and decision-making
- ensuring the adoption of the new whole of government budget management system is achieved within the agreed timeframe of October 2024 to March 2025
- adopting the shared services model with Department of Corporate and Digital Development (DCDD) as soon as possible
- developing and publishing a strategic workforce plan by 1 October 2024, including an implementation plan and key performance indicators
- ensuring an implementation framework for the Wellbeing Strategy 2023-2027 is in place, including an ongoing evaluation process
- developing, finalising and implementing a fatigue management plan in accordance with clause 83 of the 2022 Police Consent Agreement
- in conjunction with the Department of Infrastructure, Planning and Logistics developing and implementing a coordinated and overarching strategic infrastructure plan, based on evidence and data to assist investment decision-making
- in conjunction with DCDD, finalising a strategic technology and innovation roadmap and implementation plan.

Recommendation 2

It is recommended that a Police Review Implementation Team (PRIT) be established under the direction of the Commissioner of Police through the Deputy Chief Executive role outlined in Recommendation 1, to coordinate, monitor and evaluate government's response to the recommendations of the Review.

The Police Review Implementation Team should be funded additionally to the NTPF base budget to 30 June 2025.

The Commissioner should report on a quarterly basis to the Budget Review Subcommittee of Cabinet, or similar, as determined by government.

Recommendation 3

It is recommended government develops a long-term rolling capital works program to replace, upgrade or provide new remote police infrastructure across the NT, including a program of up to 2 new stations a year for 4 years (total \$160 million) and up to 40 new or upgraded dwellings over 4 years (total \$32 million) for the current budget cycle (2024-25 to 2027-28).

Recommendation 4

It is recommended that NTPF formalises the establishment of the Digital Transformation Unit to centrally manage high impact/high value ICT projects. The unit should also be resourced to provide ongoing workforce and business support for major systems (for example SerPro), including workforce training and data quality functions related to the use of such systems.

Recommendation 5

It is recommended an adequate and appropriate data and business intelligence capability is established in NTPF to address data deficiencies identified during the Review. This includes developing and implementing a Data Governance Framework and Road Map as a priority for the organisation.

Recommendation 6

It is recommended NTPF develops and implements a Resource Allocation Model to inform resource allocation decisions, to be in place for 1 July 2025, with an initial staffing baseline review and implementation plan completed by October 2024.

Recommendation 7

It is recommended that an additional 200 sworn staff in the sworn cohort ranks of Constable and/or above to be recruited over a 4-year period. The following allocations are recommended:

- 120 officers to general duties in the Greater Darwin and Katherine region, and to remote stations (ensuring a minimum of 3 police members per remote station)
- 20 officers to Police College
- 10 officers to JESCC
- 10 officers to Territory Response Group
- 10 officers to Professional Standards Command

- 10 officers to Crime Command
- 10 officers to Technical and Covert Operations and Territory Intelligence Division
- 6 officers to Forensic Science Branch
- 4 officers to Digital Transformation Unit.

Recommendation 8

It is recommended that an additional 71 non-sworn staff are recruited over a 4-year period to support the specialist, business and corporate areas of NTPF, comprising:

- 47FTE for operational support roles as follows:
 - » JESCC – 25FTE call takers and CCTV operators
 - » Police College – 10FTE for course administration and online learning technical support
 - » Forensic Science Branch – 6FTE scientists
 - » Technical and Covert Operations – 1FTE senior technical communications specialist
 - » frontline administration support officers pilot program – 5FTE for administrative aspects of general duties reporting
- 24FTE or corporate support roles in areas such as legal, infrastructure, finance, digital and innovation, communications and electronic technical services.

Recommendation 9

It is recommended that the proposed upgrade of the Joint Emergency Services Communications Centre, including its staffing, technological and physical infrastructure, be considered a high priority for funding as part of this Review.

Recommendation 10

It is recommended that the Police Review Implementation Team, in conjunction with NT Corrections, work towards transitioning responsibility for transfers of persons remanded in custody and police custody (bail refused) to an appropriate service provider (private) by 30 June 2025.

Recommendation 11

It is recommended that point of sale intervention (POSI) services provided by NTPF be discontinued in their current form, and responsibility for ensuring compliance with liquor legislation and the provision of security services in bottle shops be undertaken by individual licensees/nominees and incorporated into relevant licence conditions.

The 'flexible' POSI service introduced on 6 March 2024 should continue where possible until 30 June 2025 and all Police Auxiliary Liquor Inspector positions be transitioned to Constables or Frontline Auxiliaries as appropriate by that date.

Recommendation 12

It is recommended that the utilisation of private security services to provide social order capability be discontinued by 30 June 2025 and funding should be transitioned to the newly created Territory Safety Division to ensure NTPF as a publicly accountable agency can provide appropriate coordinated responses to social order issues.

Recommendation 13

It is recommended that a working group comprising an independent Chair, Police Review Implementation Team nominee, and representatives of NTPF, the NT Police Association, and the Office of the Commissioner for Public Employment be established to review and implement any agreed changes through appropriate policy or industrial mechanisms to resolve identified challenges in the following areas:

- current personal leave usage and management
- current housing entitlements in the greater Darwin area
- remote area incentives, tenure options and alternative staffing models.

Recommendation 14

It is recommended that the *Police Administration Act 1978* Part II Division 3 be amended to enable the Commissioner of Police to appoint a person with appropriate skills, knowledge and experience, including policing, to a rank other than Constable in NTPF.

Recommendation 15

It is recommended that the Aboriginal Liaison Officer program continues to be prioritised and recognised, and more clearly defined as a critical and foundational liaison service working to support operational policing at the community level, with a focus on greater coverage of regional and remote communities.

Recommendation 16

It is recommended that the review of the Aboriginal Community Police Officer (ACPO) rank required pursuant to Section 79 (c) of the Police Consent Agreement 2022 be commenced immediately and include consideration of:

- the merits of continuing the scheme in its current form
- a priority transition process for all ACPOs to Constable
- if the scheme is to continue, a clear and unambiguous policy statement on the role of the ACPO in the NTPF.

Recommendation 17

The Review supports the stated intent of the Commissioner to develop and implement a modern people management framework and recommends that Part IV, Part V and other relevant parts of the *Police Administration Act 1978* or other acts that support and underpin this intent be amended by 30 June 2025. These amendments must incorporate the following principles:

- simplicity and expediency – easily understood consistency of approach, flexible application, and timely resolution commensurate with the nature of the issue
- minimum formality – to achieve the organisational objectives and avoid highly formalised systems that feature legal/procedural technicalities and workarounds resulting in delay, a physical and mental impact on the parties, and failure to realise a causal link between conduct and resulting action
- management empowerment – managers at all levels of the organisation need to be educated, supported, and empowered to apply techniques to improve staff under their control. Managers should also be accountable for improving staff performance and acting swiftly to correct improper behaviour before it increases in severity or permeates the positive culture of a workplace. This principle shifts from direct line management as the improper behaviour or repeated underperformance increases along the spectrum and greater independence is required
- procedural fairness – to the employee and the employer and consistently applied throughout the organisation consistent with the principles of natural justice, particularly where termination of employment is a potential outcome
- a focus on education and awareness of ethical behaviour across NTPF.

Recommendation 18

It is recommended that the NTPF's commitment to wellbeing is strengthened to include programs and executive leadership that:

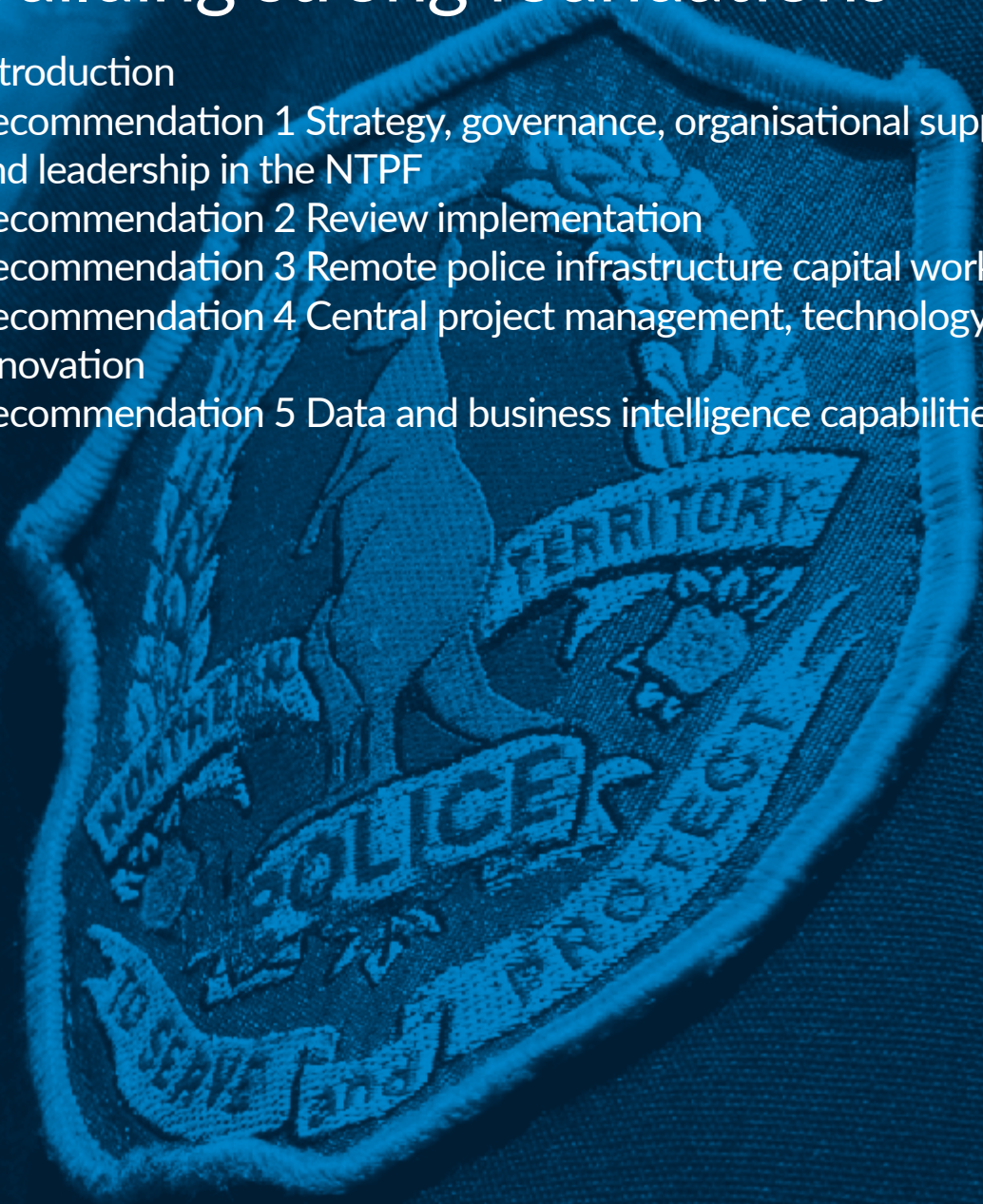
- support mental wellbeing, through the Wellbeing Strategy 2023-2027
- foster a culture to reduce the stigma of mental health issues, and ensure a proactive approach to welfare checks and critical incident debriefing
- provide a safe and inclusive work environment, minimising physical and psychological risks by maintaining a strong focus on work health and safety, including addressing workplace hazards wherever possible
- promote cultural responsiveness and cultural safety support
- enable a healthy work-life balance, including implementing a fatigue management policy.

Further, it is recommended that an Implementation Plan for the Wellbeing Strategy 2023-2027 be published on the staff intranet by 31 May 2024 including performance measures and a framework for regular reporting of results within each year as well as progress achieved over the strategy timeframe (that is over the 4 years).

Chapter 1.

Building strong foundations

- Introduction
- Recommendation 1 Strategy, governance, organisational support and leadership in the NTPF
- Recommendation 2 Review implementation
- Recommendation 3 Remote police infrastructure capital works
- Recommendation 4 Central project management, technology and innovation
- Recommendation 5 Data and business intelligence capabilities



Chapter 1. Building strong foundations

Introduction

This chapter examines areas identified for reform in the organisation's corporate, governance and organisational support areas. The NTPF is a frontline agency and is legitimately primarily concerned with its mission to supply general and specialised policing services to members of the NT community.

However, the agency is lacking a cohesive structure and identified capability to provide the necessary corporate governance to support the agency's strategic goals and decision-making. These deficits are particularly apparent in areas of performance monitoring, workforce reporting, interagency collaboration, project evaluation and monitoring, and in streamlining and standardising budget and business planning mechanisms to support the agency currently and into the future.

Significant investment is also required in remote infrastructure capital works. At the time of reporting, 17 remote stations are operating beyond their economic lives of 50 years, and 15 police posts, constructed during 2008 as part of the federal intervention and designed as temporary structures, have also well exceeded their projected lives of 8 years.

NTPF does not appear to have a coordinated and overarching strategic infrastructure plan that is based on evidence and data. There is a requirement for the agency to commence an infrastructure audit in collaboration with the Department of Infrastructure, Planning and Logistics (DIPL) leading to the development of 10-year strategic infrastructure plan. The review recommends an initial 4-year remote infrastructure and police government remote employee housing capital works programs to address identified short and medium-term needs.

A centralised approach to project management in the technology and innovation sphere is required to ensure the continued support and management of high value and high impact projects and to ensure projects deliver on intended organisational requirements. It is recommended that NTPF formalises the currently existing Digital Transformation Unit to accommodate those needs. This must occur alongside a commitment from NTPF to continue focusing on developing a collaborative relationship with DCDD to ensure NTPF internal arrangements are capitalising on the benefits of shared services provided by DCDD wherever possible.

Similarly, data governance and management, and business intelligence capabilities are required to be developed, improved and centralised within the agency to address considerable deficiencies in data capabilities that have been identified in the course of the Review. Currently, individual business units produce a large number of requested reports, utilising non-standard data cleansing and evaluation methods, often at short notice, resulting in a risk of less than reliable reporting and multiple sources of truth. The lack of a dedicated data governance framework with aligned management principles diminishes the organisation's strategic capabilities and inhibits the development of reliable business intelligence. The absence of a dedicated business intelligence capability, which analyses and provides meaningful insights from the information collected by NTPF, constrains the agency in its ability to undertake informed planning and problem solving. The development of

centralised data governance and business intelligence capabilities with associated oversight will provide confidence in the data NTPF produces, while simultaneously removing from business units some of the onus for reporting, allowing these areas to focus on their core responsibilities.

The Review recommends appointing a senior NTPS executive at Deputy Chief Executive level in order to provide the organisation with the established skills and leadership to address these pressing issues, providing a strategic focus that will benefit the agency over the medium and long term.

Recommendation 1: Strategy, governance, organisational support and leadership in the NTPF

Recommendation 1

It is recommended that an Executive Contract Officer 4 position, reporting to the Commissioner of Police as Deputy Chief Executive (Organisational Services) or similar, be established within NTPF to develop and implement a corporate, governance and organisational support functionality that enables and facilitates the agency to achieve its corporate goals. With the assistance of the Chief Executive of the Department of Chief Minister and Cabinet, a suitable candidate should be seconded from within the Northern Territory Public Sector for an initial period of 2 years, with responsibility for areas as outlined in Figure 1.1 and funded additionally to the NTPF base budget.

Further, in conjunction with the Police Review implementation team, the position should be specifically tasked with:

- defining a clear strategic governance framework that includes strategic direction, strong strategic risk management, performance monitoring and reporting, and ethics and integrity
- developing and implementing strategic and business planning
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- ensuring the adoption of the new whole of government budget management system is achieved within the agreed timeframe of October 2024 to March 2025
- adopting the shared services model with Department of Corporate and Digital Development (DCDD) as soon as possible
- developing and publishing a strategic workforce plan by 1 October 2024, including an implementation plan and key performance indicators
- ensuring an implementation framework for the Wellbeing Strategy 2023-2027 is in place, including an ongoing evaluation process
- developing, finalising and implementing a fatigue management plan in accordance with clause 83 of the 2022 Police Consent Agreement
- in conjunction with the Department of Infrastructure, Planning and Logistics developing and implementing a coordinated and overarching strategic infrastructure plan, based on evidence and data to assist investment decision-making
- in conjunction with DCDD, finalising a strategic technology and innovation roadmap and implementation plan.

Aside from its specific service delivery responsibilities, NTPF is no different from other NT government agencies. It is an agency for the purposes of the *Financial Management Act 1995* (FMA), and receives appropriation to undertake its public functions. As well as its sworn officer cohort employed under the *Police Administration Act 1978* (PAA), a significant portion of staff are employed under the *Public Sector Employment and Management Act 1993* (PSEMA). The Chief Executive (who is also dually appointed as the Commissioner of Police under the PAA) is appointed by the Chief Minister as is the case with other chief executives of general government agencies, and then specific statutory responsibilities are conferred by the PAA.

Both FMA and PSEMA place obligations on the Chief Executive (the Commissioner) to operate within budget and available cash resources, undertake strategic and business planning, evaluate programs, and meet requirements under employment legislation and other legislative obligations such as work health and safety. Consistent with the Strengthened Budget Accountability Framework and the Chief Executive Code of Conduct, an annual performance agreement sets objectives and targets for the Chief Executive/Commissioner. In other words, NTPF is a standard NT government agency and the Commissioner has the same Chief Executive obligations as the accountable agency head.

As a highly operational service delivery agency, NTPF provides services to Territorians across a range of policing and community safety functions. This is achieved with frontline general duties officers (usually more visible to the public) as well as specialised units with specific, more targeted responsibilities in areas such as criminal investigations, domestic, family and sexual violence (DFSV), traffic, and drug enforcement. However, NTPF does not appear to have a cohesive structure in its 'back office' that optimises the necessary support for the agency's service delivery functions.

There is a corporate division in NTPF, providing support services to the agency, however it does not have a senior executive leader with appropriate skills, experience and knowledge across the breadth of corporate governance and organisational support to drive the extent and quality of support services the agency requires. Although the staff in the corporate functions are dedicated and hard-working (this is not in question), arguably the agency does not have the right mix of experience and expertise in that division, or the necessary strategic and governance settings to support the Commissioner and the senior executive team to lead the agency and position it for future success. Also, there does not seem to be a coherent approach to organisational development and reform projects and programs, such as strategic and business planning, legislation reforms and major business reviews. That is not to say certain work is not occurring, indeed, there are many and various projects in train, however these are under way at the operational business unit level without central coordination or sufficient strategic oversight, with potential for overlap, gaps and inefficiencies. Note, there is discussion and recommendation about digital and data requirements later in this report.

In order to operate as a high performing, high functioning agency, an organisation must invest time, money and effort into providing strategy, governance and organisational support from within its assigned resources to optimise the effectiveness of its service delivery and achieve its corporate goals. However, NTPF tends to focus on operational matters, without the right or sufficient capability directed to corporate governance and risk management, strategic thinking, strategic policy development and business intelligence, developing key strategies for the organisation (in areas such as workforce planning, recruitment and retention, leadership development, performance monitoring and reporting, infrastructure, digital transformation and procurement), intergovernmental relations, program evaluation, and data governance, management and analysis to maximise organisational value. Where strategies are in place, corresponding action or implementation plans are not available to track implementation, meet targets and achieve success. Similarly, action and implementation plans are not published for staff to see how commitments will be actioned, measured and monitored. It is worth noting, improvements in transparency and accountability have the potential to generate much goodwill with staff, other agencies and ministers, and demonstrate the agency's bona fides in attracting and supporting staff to do the best job they can.

Without the appropriate expertise applied to supporting the agency's operations, and monitoring and reporting performance, NTPF:

- does not have sufficient ability to make sound, evidence-based decisions
- cannot be assured itself, or demonstrate to others that it is making best possible use of its available resources
- cannot effectively articulate its needs
- cannot evaluate its programs to understand what is working as intended and what is not
- cannot support proposals for additional programs or funding
- cannot demonstrate the changing demands on its service provision.

In 2019, in response to one of the recommendations of *A Plan for Budget Repair*, the NT government decided to centralise corporate services for participating enterprise service agencies, in DCDD, with the exception of finance, corporate communications and governance functions. The major services affected were human resources (HR), ICT, procurement, fleet and records management. Staff and budgets from all agencies moved across to DCDD, with the objective of strengthening corporate service expertise and service standards, streamlining and automating processes, and capitalising on the opportunities consolidation afforded because of the larger scale and pooled experience, to the benefit of all agencies – and thus enabling agencies to focus on their core business. Similarly, all infrastructure services were centralised in DIPL. It is the Review team's understanding that, from the outset, DCDD and agencies anticipated centralisation would take around 4 years to settle into an effective and efficient arrangement, and before the major benefits would be evident, as well all parties agreed that strong and trusting relationships needed to operate, and this would require sustained effort from the service provider (DCDD) and service recipients (agencies). There was much adjustment required on the part of staff, agencies, chief executives and DCDD to make the centralised corporate services model work well.

Despite government's decision applying to all agencies, Northern Territory Police, Fire and Emergency Services (NTPFES) did not join the initial centralisation transfers in total and retained some of its corporate services functions on the basis that as its business was so specialised (and often very time sensitive), it presented too much risk to the agency. Later, some 8 positions within the human resources area did transfer to DCDD but these positions and their funding were subsequently returned to NTPFES. There are specialised needs in the agency, however, every agency has needs particular to its business, and DCDD has worked hard to learn agencies' business so it can support them as required. If there are highly specialised needs that cannot easily be met from outside the agency (for example, to service covert operations), then agreement could be reached with DCDD on how it could support those needs (if possible), separately to the mainstream corporate services required by NTPF.

The effect of NTPF not fully participating in the centralised model is that it has become isolated from the shared service offerings to all agencies, which have evolved and become more sophisticated with greater business intelligence, consultancy-type advice and efficient processes over the past 4 years. NTPF corporate areas are not keeping up with their contemporaries across government, and are not drawing on the expertise and systems now available from DCDD that could support and assist NTPF. The agency is missing the

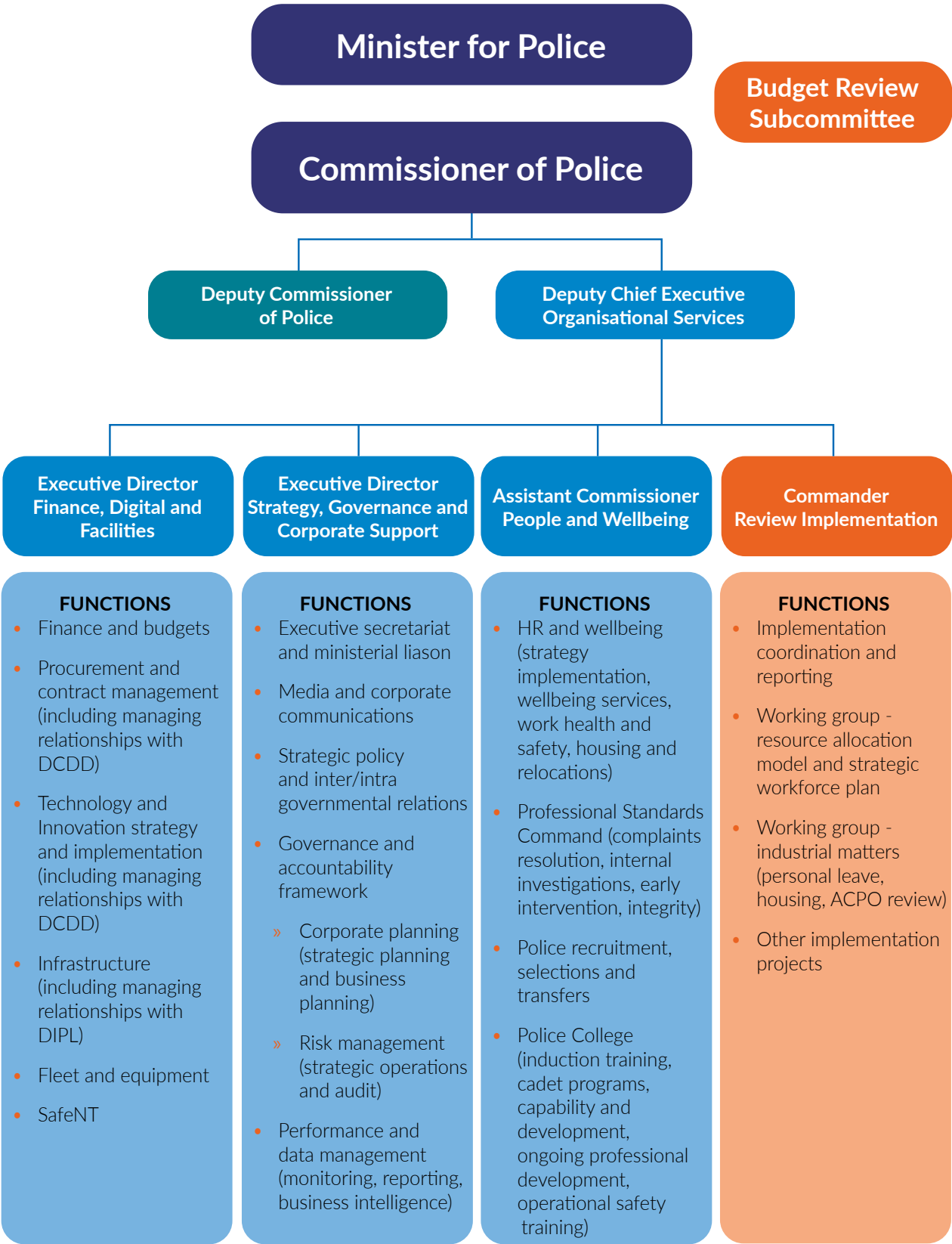
benefits of centralised services where others are now experiencing quality and productivity improvements in support of their business needs.

DIPL should be similarly engaged to service NTPF's needs, to the greatest extent feasible, with its expertise in infrastructure planning, delivery and maintenance, given the extent and dispersion of NTPF's fixed asset portfolio.

Feedback from several submissions and consultations with external stakeholders undertaken through the Review process also describes challenges in engaging and working with NTPF on cross-agency or intergovernmental matters, particularly where a strategic perspective is required and senior executive authority in discussions or negotiations is appropriate. The Commissioner is a member of the Children and Families Standing Committee and the Deputy Commissioner is a member of the Deputies Coordination Committee. These bodies are both subcommittees of the Chief Executive Coordination Committee and both contribute to work on cross-agency initiatives. However, there seems to be a gap below these most senior levels where other agencies would have a strategic policy lead (rather than an operational lead). External stakeholders report it is often difficult to identify the right senior executive to connect with. Although there are many programs and mechanisms for interagency collaboration (including with non-government organisations), these tend to work at the operational level and are less evident at a senior executive or strategic policy level. To address these gaps, NTPF should systematically develop, maintain and value strong collaborative relationships with partner agencies, where there are common objectives in servicing Territorians.

The Review recommends the Commissioner establishes a Deputy Chief Executive role at the ECO4 level, with particular responsibility for corporate, governance and organisational support. This is a common model in many other agencies, particularly the large service delivery agencies, and the roles and responsibilities of such a position, and the organisational structure reporting to the position could be developed from the experience of these like agencies. The position should be an executive contract appointment rather than a commissioned police officer role. A high level draft structure for organisational services is at Figure 1.1 (note, the sworn officer structure under the Deputy Commissioner is not reflected in the diagram except at the highest level, as it is not the subject of this finding).

Figure 1.1 Proposed high level organisational structure for NTPF



Although such a position would normally be funded as part of the standard agency structure, it is proposed this new position be separately funded for a 2-year period given the size of the task required to establish a high performing support capability for the agency and the targeted start-up effort required to implement the reforms outlined in this Review recommendation. Beyond the 2 years, efficiencies achieved through the work of this new position should be sufficient to continue funding it from within existing budget. It is also important that other agencies understand the proposed additional funding is time-limited because it has a particular and well-defined reform task without which many of this Review's recommendations would likely not be addressed, and it is not usual for government to separately fund individual senior executive roles that are a normal part of a standard organisational structure. Further, it is proposed the Chief Executive CMC assists the Commissioner to identify a suitable candidate from within the NT government to undertake this role, given the specific requirements of the position.

A series of plans and strategies are listed below that do not seem to currently be in place or are not being implemented in NTPF although they are standard and essential elements of a well-functioning agency. The list seeks to address minimum and urgent requirements and can be categorised as:

- supporting the organisation as a whole
- supporting the agency's staff who are critical to business success and an essential component of the government's broader service delivery to Territorians.

In conjunction with PRIT, the Deputy Chief Executive position should be specifically tasked with the following, noting this is not an exclusive list but the minimum requirement:

- defining a clear strategic governance framework that includes strategic direction, strong strategic risk management, agency performance monitoring and reporting, and a culture of strong ethics and integrity
- developing and implementing strategic and business planning processes in the agency, including consultation and engagement with staff, and flowing this through to individual performance agreement processes, all with regular reporting and monitoring
- developing and implementing high level budget, financial and workforce reporting for the senior executive to enable effective performance monitoring and decision-making. In this regard, the new single, standardised ICT system called Sage will enable NTPF to manage its budget requirements consistently and efficiently with all NT government agencies. Sage will enable a consistent approach to budgeting for the agency at the cost centre level and provide consolidated budget cash flow information and standardised management reports. NTPF has agreed to prepare for and adopt Sage from October 2024 to March 2025. It is imperative this transition is adequately resourced and championed by the Chief Executive and senior leadership group. As for workforce reporting, use of standardised reports and dashboards is available from DCDD and should be adopted for NTPF management use and decision-making
- in conjunction with DIPL, developing and implementing a coordinated and overarching 10-year strategic infrastructure plan, based on evidence and data to assist investment decision-making (refer to Recommendation 3 for more detail)

- in conjunction with DCDD, finalising a strategic technology and innovation roadmap and implementation plan (refer to Recommendation 4 for more detail)
- establishing a centralised unit to manage high impact/high value ICT projects (refer to Recommendation 5 for more detail)
- developing and publishing a strategic workforce plan by 1 October 2024, including an implementation plan and key performance indicators (there is further comment on such a plan in later sections). NTPF has complex and specific needs, as well as much opportunity particularly in Aboriginal employment, in its workforce, which requires focused attention to substantively improve attraction, retention and capability building.
- ensuring an implementation framework for the Wellbeing Strategy 2023-2027 is in place, including an ongoing evaluation process and reporting to staff on the strategy's performance and achievements. This should be integrated with the agency's work health and safety plan, and its cultural responsiveness framework (refer to Recommendation 18 for more detail)
- developing, finalising and implementing a fatigue management plan in accordance with clause 83 of the 2022 Police Consent Agreement (refer to Recommendation 18 for more detail).

In the current NTPF structure, the HR and wellbeing teams report to the Assistant Commissioner People and Wellbeing, along with the Police College and the PSC. With training, knowledge and experience in policing, the Assistant Commissioner holds certain delegations under the PAA specific to employment and discipline of sworn officers. The Commissioner can delegate authority to non-sworn staff with appropriate qualifications or experience to exercise the power or perform the delegated function. As shown in Figure 1.1, the Review recommends these functions report through the Assistant Commissioner to the Deputy Chief Executive. This is because expertise for HR planning, management and development is a specialised area, and requires leadership with the appropriate skills and experience at the Deputy Chief Executive level. This includes the Police College because of its professional development remit, and PSC because its work relates to staff behaviours (complaints, disciplinary action, ethics and integrity education and awareness). This adjustment to reporting lines will provide opportunities to bring these functions into the organisational service structure and improve capability, culture and management skills across the agency.

Unless specifically trained or experienced in the HR field, it cannot be assumed that police officers are the most suitable leaders in this area solely by virtue of their policing knowledge and experience. Rather, HR expertise is required to support the agency's workforce (including via shared services arrangements with DCDD as described earlier), assisted and informed by the very valuable contributions from sworn officers on the technical and operational aspects of policing. It is envisaged the function, given the College and professional standards components, would necessarily include sworn officers in the staffing mix alongside others with HR expertise, and training and development backgrounds.

As mentioned above, one of the key strategic documents that should underpin the direction and operations of NTPF is a strategic workforce plan. All agencies are required to have such a plan in place, consistent with the NTPS Workforce Strategy 2021-2026 which has 4 goals:

Goal 1: delivering excellence: attracting and retaining the right people in the right place at the right time

Goal 2: leadership and culture: [Territorians] are always at the centre of everything we do, and we inspire our employees to excel

Goal 3: committed and capable: growing and enabling our employees

Goal 4: planning for our future: creating a sustainable workforce

and is designed to achieve these strategic outcomes:

- our workforce is efficient, effective and high performing, and [Territorians] trust us
- we attract the best people and our employment frameworks and arrangements are flexible and fit-for-purpose
- we get it right in our regional and remote settings with the right workforce mix and employment arrangements
- we understand what we need in our workforce and invest in it
- our leaders are enablers who coach and develop their teams to be resilient and adaptable
- we have the right technology and digital leadership and capabilities, to meet [Territorian's] needs and deliver for Territorians.

Clearly, NTPF seeks the same strategic outcomes as those outlined above, and the 4 goals of NTPS strategy can be readily translated into the direction required with NTPF's workforce. On this basis, and given the extent of needs relating to workforce identified by the Review and outlined in this report, development and implementation of a Strategic Workforce Plan is urgent and imperative, and the recommendation is that a plan is in place and operational from 1 October 2024.

Arguably, NTPF could consider adding a fifth goal into the strategic workforce plan regarding wellbeing. In addition to implementation of the Wellbeing Strategy 2023-2027 (which has a clear focus on psychosocial aspects of the job), this goal could address implementation of other aspects of the agency's Work Health and Safety Framework, the new positive duty responsibilities on the agency to prevent sexual and other types of harassment and discrimination, and implementation of the NTPF Cultural Responsiveness Framework, inclusion and diversity plans.

Recommendation 2: Review implementation

Recommendation 2

It is recommended that a Police Review Implementation Team (PRIT) be established under the direction of the Commissioner of Police through the Deputy Chief Executive role outlined in Recommendation 1, to coordinate, monitor and evaluate government's response to the recommendations of the Review.

The Police Review Implementation Team should be funded additionally to the NTPF base budget to 30 June 2025.

The Commissioner should report on a quarterly basis to the Budget Review Subcommittee of Cabinet, or similar, as determined by government.

Prior to the finalisation of this Review the lead reviewer has held discussions with the Commissioner of Police and the Chief Executive CMC in relation to historic deficiencies identified in the corporate and business planning structure of NTPF. The Review has determined these issues required a specific focus and should not be the subject of multiple recommendations.

Accordingly it has been recommended (Recommendation 1) inter alia, *"that an ECO4 position be established within NTPF to develop and implement a corporate and organisational support functionality that enables and facilitates the agency to achieve its corporate goals."*

It is the intent this ECO4 position would, as previously described, drive change across a number of corporate areas identified by the Review that are lacking structure and direction due to the understandable operational focus of senior police managers.

The position would, in conjunction with the Deputy Commissioner of Police, play a critical role in ensuring the government response to this Review is progressed.

It is further recommended an implementation team is established that is separate from day-to-day operations of NTPF. A separate, standalone team with an appropriate level of independence from the business as usual operations of the agency is necessary to ensure implementation can be driven, coordinated and tracked without team members being diverted to responding to operational demands, which may be regarded, understandably, as more pressing in nature.

The composition, location and governance of such a team is a matter for the government to determine. Given the likely budget implications in resourcing the government's response, it would be appropriate to provide regular reports to the Budget Review Subcommittee of Cabinet, or similar, on implementation progress.

Essential elements of the arrangements for successful implementation include:

- developing an implementation plan with clear timelines and responsibilities
- establishing appropriate governance to approve the implementation plan, monitor progress, and provide any necessary advice to the Commissioner and Budget Review Subcommittee of Cabinet or similar, as determined by government to ensure the government's response proceeds as planned

- as part of the governance structure, establishment of a cross-agency steering committee to assist the Commissioner to provide strategic direction to the implementation team and the agency, which could include deputy or chief executive level representation from CMC, DTF and DCDD with NTPF
- implementation completed by 30 June 2025, that is, prior to commencing the 2025-26 financial year (where actions are designed over a longer period, for example recruitment of 200 additional sworn officers, the action should be underway and on track to meet the specified timeline by 30 June 2025).

The well-specified reform agenda to be established through government's response to this Review and the time-limited nature of the implementation plan is likely to fall within the purview of the government's Program Evaluation Framework. The framework outlines different types of program evaluation that agencies must undertake on a planned and regular basis to ensure government investment is achieving intended outcomes. In this instance, 2 types of evaluation are appropriate:

1. a process evaluation – this would assess how the government's response was implemented, timeliness of implementation and completeness of implementation that is was it implemented as the agency committed and intended? It would be undertaken at the conclusion of the plan within 6 months after 30 June 2025
2. an outcomes evaluation – this would assess the extent to which implementing the government's response achieved the originally intended outcomes. What impact or effect has the series of reforms had on service provision, budget and resource management, and organisational culture? What has worked well and what needs to be adjusted to work as intended? This evaluation would assess outcomes around 3 years after the report, that is before March 2027.

An outcomes evaluation is essential to demonstrate the returns achieved on any additional budget government decides to allocate to NTPF as a result of this Review. In order to undertake a robust, evidence-based evaluation, it is important to determine at the outset the baseline data required to enable assessment of impact and achievement, as well as targeted and quarantined funding to enable an appropriately resourced evaluation model. The implementation plan should outline how progress will be measured and reported over time. A program evaluation plan needs to be developed by the implementation team within 6 months, including:

- a program logic that maps each action to short, medium and long-term outcomes with realistic timeframes for achievement (explained in the Program Evaluation Framework)
- a data matrix with baselines and targets for each outcome.

The implementation team will be required to develop an implementation plan with clear timelines and responsibilities to ensure successful implementation of government's response to this report's recommendations.

Recommendation 3: Remote police infrastructure capital works

Recommendation 3

It is recommended government develops a long-term rolling capital works program to replace, upgrade or provide new remote police infrastructure across the NT, including a program of up to 2 new stations a year for 4 years (total \$160 million) and up to 40 new or upgraded dwellings over 4 years (total \$32 million) for the current budget cycle (2024-25 to 2027-28).

NTPF has an extensive and dispersed portfolio of fixed assets across the NT, ranging from the Peter McAulay Centre and Police College, urban and remote police stations, old Themis stations, to government employee housing in remote locations. It also has an extensive portfolio of other types of capital assets, such as vehicles, equipment and technologies, however this recommendation relates only to fixed building assets, and focuses on remote assets where the need seems greatest and most pressing. The total value of the combined police, fire and emergency services assets recorded in the government's fixed asset register is in the order of \$424 million at the end of 2022-23, with the majority of that value attributable to police services.

Included in the police asset portfolio are:

- 41 remote police stations
- 2 multi-jurisdictional facilities
- 15 police posts (Themis Stations)
- 190+ government employee dwellings and visiting officer quarters.

The NTPFES capital works program over the past 8 years (from 2016-17) has included an annual average of \$12 million in major new works, \$3.9 million in minor new works and \$10 million in repairs and maintenance, albeit including fire and emergency services infrastructure.

Tables 1.1 and 1.2 summarise the annual infrastructure programs and details as published in *Budget Paper No. 4 The Infrastructure Program*.

Table 1.1 – NTPFES infrastructure Program – 2016-17 to 2023-24¹

	Revote Capital Works	New Capital Works	Minor New Works	Repairs and Maintenance	Total
	\$000	\$000	\$000	\$000	\$000
2016-17	22 942	12 700	2 009	9 920	47 571
2017-18	40 601	10 500	5 349	16 520	72 970
2018-19	77 586		2 370	9 300	89 256
2019-20	38 839	25 000	3 346	8 300	75 485
2020-21	56 927	4 050	3 600	7 045	71 622
2021-22	42 837		3 600	7 264	53 701
2022-23	24 184		4 300	7 732	36 216
2023-24	27 608	21 300	6 500	13 700	69 108

¹ NT government Budget Paper No.4 2016-17 to 2023-24

Major new works added to the capital works program since 2016-17, also from Budget Paper No. 4 and data provided by Department of Treasury and Finance, are set out in Table 1.2. Final costings are provided where available, otherwise figures are most recent approved project estimates.

Table 1.2 – Major new projects 2016-17 to 2023-24²

Program	\$M
Alyangula and Angurugu upgraded police facilities	8.6
Maningrida Police Complex and additional housing	37.4
Ngukurr Police Complex and additional housing	14.5
Nightcliff Police Station	12.0
Palmerston Police Station and community hall	31.4
Peppimenarti Police Complex	19.0
Peter McAulay Centre various works	10.4
Tennant Creek watch house	11.5
Wadeye multipurpose police station and accommodation	28.3
Total	173.1

Note: The new Wadeye facility was added to the Capital Works Program in 2014-15 but was completed in 2018.

The total amount programmed or spent on police facilities since the 2016-17 Budget is \$173.1 million. On many projects, the total costs on completion were higher than original approved program amounts as published in Budget Papers. It is also worth noting that infrastructure planning and programming on government employee housing is undertaken centrally by TFHC and that dwellings may be allocated to police staff. Therefore housing for police is not included on the NTPF infrastructure program unless it is part of a larger project.

Facilities have been approved for upgrading or replacement, or have been completed, with new buildings in 6 remote communities in the past 8 years, with funding assistance from the Commonwealth for all but Peppimenarti and Tennant Creek. The Review team travelled to 40 locations across the NT to consult with staff and stakeholders to seek their views as part of the Review. The Review team observed firsthand the police facilities in each location visited, and concluded aspects of many facilities were:

- below necessary standard (for example, storage of weapons, secure areas for holding people in custody, meeting work health and safety requirements)
- no longer fit for purpose due to changes in the communities they serve and the nature of their service demands over time
- simply too small for the number and needs of current day staffing.

Analysis of police infrastructure data provided by NTPF indicates there are 17 remote stations operating beyond their economic lives (for the majority, economic life is recorded as 50 years). These stations, built more than 50 years ago, are in need of replacement, upgrading and or expansion. There are also some 15 Themis stations (police posts), that is, temporary demountable or converted shipping container facilities established in 2008 as part of the federal 'intervention'. These facilities are now well beyond their intended economic lives of 8 years and are now the responsibility of the NT government, although many could be serviced from a hub station in a nearby community, around half need to be replaced with more permanent and fit-for-purpose structures.

² NT government Budget Paper No.4 2016-17 to 2023-24

Also, a common theme during the consultations emerged from remote staff concerned about the standard of the housing provided (age, condition) and or the lack of suitable accommodation for relief and visiting staff. There is a need for improved and increased housing for staff and their families in remote communities. Suitable housing is a necessity for staff serving in remote communities and is an important attractant (or deterrent) for an officer considering a remote posting, and then retaining them and their family, in community. Suitable and sufficient temporary accommodation for visiting officers is also important to enable relief for remote-posted staff to take leave or when additional resourcing is required in a community to meet short-term service delivery demands, for example, community unrest.

However, NTPF does not seem to have a coordinated and overarching strategic infrastructure plan based on evidence and data to assist decision-making for investment. In conjunction with DIPL and TFHC, the agency should conduct a comprehensive infrastructure audit of all its facilities and on-campus government employee housing to determine the extent of need in terms of the state of infrastructure as well as additional infrastructure required. A set of criteria, based on evidence from the audit, service demand data, community characteristics, contemporary construction standards and other factors relevant to policing infrastructure requirements, should be developed to enable needs to be prioritised. A 10-year strategic infrastructure plan should result from this work. Such a plan, based on the data and prioritisation methodology as outlined, would provide a consistent, evidence-based and transparent means for government to use for its decision-making in the annual budget development process. This would include not only new capital works but also repairs and maintenance programs.

In the meantime, to address short and medium-term needs, government should consider a 4-year capital works program that could include, for example, 2 new or upgraded police facilities a year at \$20 million each. This would result in a \$160 million program that could be adjusted or extended once the detailed work has been completed to develop a model for prioritising works.

In addition, a police government employee housing capital works program could include up to 40 additional dwellings over 4 years at a cost of \$0.8 million each, a total of \$32 million or \$8 million a year. The mix of additional, replacement and upgraded housing and visiting officer quarters could be determined within the approved total program envelope.

Without detracting from needs in urban areas, it is nonetheless evident that remote policing infrastructure requires investment from government. This could be managed by staging over the budget cycle and planning for the longer term with a 10-year strategic infrastructure plan.

Recommendation 4: Central project management, technology and innovation

Recommendation 4

It is recommended that NTPF formalises the establishment of the Digital Transformation Unit to centrally manage high impact/high value ICT projects. The unit should also be resourced to provide ongoing workforce and business support for major systems (for example SerPro), including workforce training and data quality functions related to the use of such systems.

NTPF requires ongoing technology development and digital solutions for essential and improved service delivery. Technology is used throughout NTPF frontline operations and within specialist areas. This includes the use and management of policing systems (for example, SerPro), technology and digital products (for example, body-worn cameras). While also creating capacity to embrace digital innovations and advancements, NTPF must ensure it has the capacity to effectively manage and leverage its existing technology. Information communication technology (ICT) systems and digital capabilities provide essential tools in support of agency business and need to be informed by business needs.

The prioritisation and management of ICT projects within NTPF have previously been articulated through a technology strategy, typically managed by in-house chief information officer (CIO) or chief technology officer (CTO) positions. The roles of these positions are to drive the strategic objectives of the technology strategy and ensure efforts to maintain and build on the ICT capabilities of the organisation are adequately and appropriately resourced.

In 2019, in response to *A Plan for Budget Repair* the NT government moved to a shared services environment for the delivery of corporate services (this arrangement is described under Recommendation 1 including a suite of ICT services). As a result, DCDD now manages the NT government digital environment through the delivery of enterprise corporate and digital services. NTPF transferred its ICT positions to DCDD in response to this government decision.

DCDD service offerings cover strategic and operational ICT support to agencies, including providing technical resources required to deliver major ICT projects and subsequent business-as-usual support arrangements provided through their management of agencies core business systems. DCDD prioritises major ICT projects through its Digital Government Roadmap, which outlines the priority digital needs across government for projects classified as 'major investment' under the NT Government ICT Governance Framework, and auspiced by the ICT Governance Board. The roadmap is updated annually and endorsed by government.

As with most other agencies, the transition to a centralised corporate services model presented some challenges and required a period of adjustment for both NTPF and DCDD into their new roles as service recipient and service provider. As discussed in Recommendation 1, there have been many advancements since the centralisation of corporate services in 2019 and the shared services environment is well established in government. It is critical that NTPF joins in and adapts its internal approach to capitalise on the shared services provided by DCDD, and undertakes the necessary internal strategic planning to drive innovation and advancement in the NTPF digital environment. This is particularly important in the areas of application hosting and integration capability (that is,

between systems), data storage and back up services, and in the web design and support areas. DCDD has the specialist knowledge and staffing to be more effectively equipped to provide assured business continuity in those spheres and absorb and manage risks associated with system disruption and or compromise.

The organisation must prioritise and resource the centralised management of high value/high impact ICT projects, as well as the ongoing workforce and business support required when implementing new systems and technology, like SerPro and a new electronic rostering system. Some capacity to do this has been established in the past 2 years, through the formation of the temporary Digital Transformation Unit, which was created as a response to the growing number of large scale technology projects within NTPF. This unit does not currently have a permanent footprint or clearly defined scope. It is recommended NTPF formally establishes the Digital Transformation Unit or an iteration of it to provide central oversight to significant ICT projects.

For high value/high impact technology or digital solutions to succeed in addressing NTPF's business needs they must be scoped, developed, implemented and managed holistically and in line with the strategic direction of the organisation. Projects of this nature are highly dependent on the operational expertise and insight of subject matter experts (such as sworn staff) to ensure organisational need drives the design, testing and implementation of these systems/solutions.

While DCDD provides management and expertise relevant to the technical elements of ICT projects, resources required to effectively implement new or upgraded systems/technologies are broader than the technical aspects. NTPF needs to invest heavily in collaboration with technical DCDD units by driving the strategic direction and resourcing its projects with the subject matter expertise required to inform system design, undertake testing, workforce consultation, policy and procedure reviews, and manage business readiness processes that are inherently required in major ICT projects. This need is readily apparent, both within the context of existing projects and in pending projects such as online reporting, development of the in-field biometrics tool and in a proposed body-worn camera refresh project.

This subject matter expertise specifically requires police staff, in many cases sworn officers, to ensure investment in digital solutions achieves intended value. It is critically important that appropriate workforce preparation, support and training is provided to ensure organisational need can be met and operational application of systems and technology is fit for purpose. Once in place, a new system needs ongoing workforce support, and stakeholder engagement processes are essential to successful project implementation and the business-as-usual adaptation that follows.

NTPF must have dedicated centralised internal capability to manage high value/high impact projects. It should also include capacity for ongoing business support for systems and technology to ensure the intended benefits are achieved over the long term. This support needs to complement and augment technical support provided by DCDD and includes providing appropriate training, business readiness change management and support in real time. A permanently established area is required to complement the services offered by DCDD.

The Digital Transformation Unit currently has carriage of many projects being implemented in NTPF, including SerPro, Project Tracer and the Electronic Rostering System. Projects, by their nature, are time limited and the required resources should be clearly scoped in developing the formal business case in conjunction with DCDD. Once formally established, the Digital Transformation Unit, along with the recommended Deputy Chief Executive and DCDD, should develop and finalise a strategic technology and innovation roadmap, and implementation plan. This will guide future decision-making and investment in NTPF.

Recommendation 5: Data and business intelligence capabilities

Recommendation 5

It is recommended an adequate and appropriate data and business intelligence capability is established in NTPF to address data deficiencies identified during the Review. This includes developing and implementing a Data Governance Framework and Road Map as a priority for the organisation.

NTPF generates, holds and reports a significant volume of data (both workforce and operational). NTPF is obliged to ensure data is collected, handled, shared, stored and reported in a way that satisfies legislative requirements, and is sufficiently accessible and accurate to confidently contribute to national data-sharing obligations. The organisation is also required to produce reporting, both internally and publicly, to inform policy and legislative reform, government priorities and operations. The data held by NTPF should be a strategic asset for the agency, and requires appropriate practices to effectively govern, manage and interpret that data.

In the course of the Review, difficulties were encountered in accessing requested datasets. It is not suggested these difficulties were a result of any wilful resistance on behalf of the organisation or individuals involved. Rather the difficulties appear to be a deficiency within the organisation to manage, produce, share and interpret data. NTPF has limited reporting capability due to reporting systems and data sharing frameworks that are no longer fit for purpose and insufficient staff to service its specialised needs.

In order to meet the data requests put to the agency by the Review team, requests were sent to various individual business areas as there was no single data team that could assist. There were delays with and variable and inconsistent data being provided, partly as a result of (understandable) competing priorities within those business units. It became apparent during the Review that in many cases, requested data was available but no proactive analysis of the data to explain trends and identify potential issues in NTPF operations had been undertaken. The result is that important insights required for evidence-based planning and problem resolution are not readily available to inform decision makers. This was particularly true of workforce data. For example, it appeared no analytical work had been undertaken to understand trends in personal leave usage, despite strong qualitative evidence collected by the Review team during its consultation phase that personal leave usage was impacting resourcing, particularly in general duties areas.

Further, when asked for commentary on the organisation's key performance indicators in *Budget Paper No. 3 Agency Budget Statements*, it became apparent that organisational performance was not centrally managed or sufficiently supported by any business intelligence capability. Explanation could not be provided as to why the organisation had or had not met its targets.

It is the opinion of this Review that there are 2 areas requiring improvement to address these data and reporting deficiencies: data governance and management, and business intelligence. These are distinct functions and require investment in specific capabilities.

Data governance refers to the development of policies, procedures and frameworks for the management of data. It provides the foundation for data quality, integrity, security, stewardship and reporting. Data governance ensures data is consistent and trustworthy and the appropriate processes are in place to minimise the risk of data misuse and maximise the benefits of data in achieving beneficial community outcomes and enhancing organisational performance. Data management refers to the execution and implementation of policies, procedures and frameworks put in place through a robust data governance environment. As with any asset, data requires considered, dedicated and ongoing management.

Business intelligence is the use of data to produce insights and actionable information. It is the process of analysing data and applying context to the findings, not simply reporting data. Business intelligence is distinct from a reporting and statistics function, which presents data, and requires a different capability to answer the questions arising from the data and extending its value. Business intelligence is a specialised field. It identifies correlations between different data-sets, and creates and extends knowledge to assist in answering the how and why questions for planners, as well as delivering comprehensive, timely and quality advice to the community and other stakeholders on law and order trends, and the impact of policing strategies.

NTPF is responsible for and produces a substantial volume of data. Every day more data is generated and captured across various systems. The volume of data held and generated by NTPF, coupled with the number of systems through which the data is captured, presents an extremely rich but complex and somewhat risky reporting environment.

Currently, individual business areas are required to produce a number of reports, and apply data cleansing and calculation methodologies to prepare those reports. This has led to an operating environment with inconsistent approaches to the governance and management of data, and a resultant risk of inconsistent and or less than reliable reporting. On a number of occasions during the course of the Review, different business units provided reports on identical areas but the data supplied was not consistent and at times, contained markedly contradictory statistical information. A robust data governance framework and business intelligence capability will improve oversight and remove silos with the result that data held by the agency will be harmonised and subject to standard collection, analysis and reporting methodologies. Business intelligence relies on access to clean data and, as discussed above, work is needed to remediate the current data environment in NTPF, given the multiple sources and varying levels of reliability of important data. The function of business intelligence needs to be established in addition to a centralised reporting function.

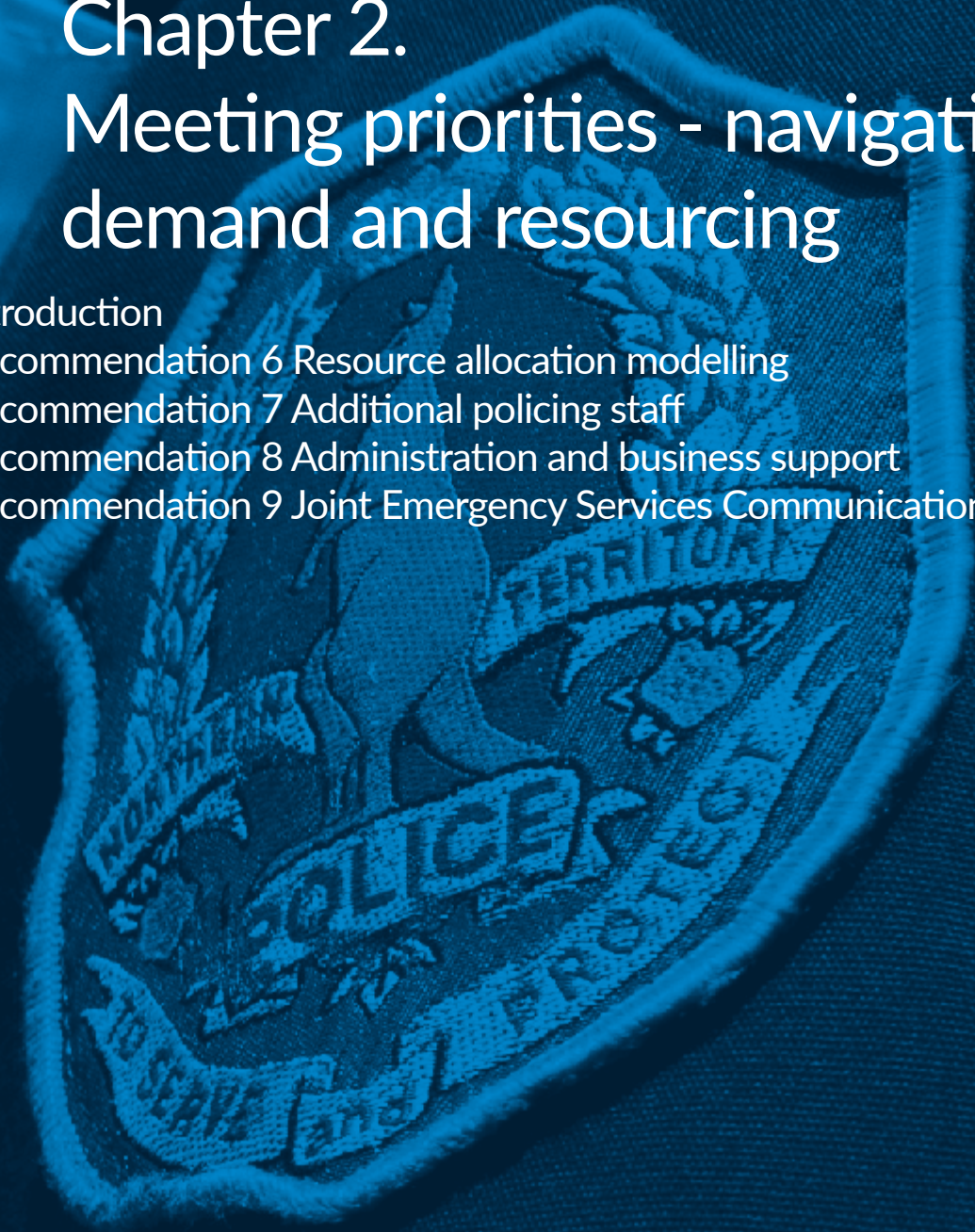
Also, to guide and prioritise the work of a centralised data and business intelligence team, NTPF should work with DCDD to develop a data roadmap, outlining the strategic objectives, deliverables and timeframes for the unit.

Many of the recommendations contained within this report are directly or indirectly reliant on access to reliable data that has been subject to proper analysis, including support for corporate governance frameworks, workforce planning and development of a Resource Allocation Model, as outlined in Recommendation 6 of this report. The effective implementation of those recommendations will be reliant on established data governance and management, and business intelligence capabilities to provide meaningful advice to the implementation team and NTPF executive.

Chapter 2.

Meeting priorities - navigating demand and resourcing

- Introduction
- Recommendation 6 Resource allocation modelling
- Recommendation 7 Additional policing staff
- Recommendation 8 Administration and business support
- Recommendation 9 Joint Emergency Services Communication Centre



Chapter 2: Meeting priorities – navigating demand and resourcing

Introduction

This chapter follows the observations and recommendations in Chapter 1 by recommending the development and implementation of a fit-for-purpose Resource Allocation Model (RAM) for use by NTPF. Organisations use a RAM to analyse data including, but not limited to, staffing, demand and activity data. The data is then mapped against organisational priorities and other relevant criteria to generate evidence and insights about resourcing requirements. An effective RAM is an invaluable governance mechanism to assist in the generation of transparent, evidence-driven analysis to inform resource allocation decisions.

It is recommended an additional 200 sworn policing staff are to be funded and recruited over a 4-year period in order to meet current and projected demands on NTPF while organisational and system improvements are implemented as per the recommendations in Chapter 1. This number is additional to the baseline sworn officer target of 1,590, and the additional 52 police officers announced by the Minister for Police in December 2023 to fund the newly established Territory Safety Division (TSD).

It is recommended that 120 of those police are allocated to general duty policing in the Greater Darwin and Katherine regions and to provide support and relief to remote police stations.

It is recommended that the remaining 80 extra sworn positions be distributed among a number of specialist areas, including the Police College, Joint Emergency Services Communications Centre (JESCC) and the Forensic Science Branch (FSB).

In conjunction with a rise in sworn police recruitment, there is a requirement to increase the number of non-sworn agency staff to support the business, corporate and specialist areas of NTPF. It is recommended that 71 additional staff are recruited over 4-years, with 47 of those staff to be allocated to operational support roles in the JESCC, Police College and Technical and Covert Operations (TACO), and to a frontline administration support officer pilot program. The remaining 24 staff are to be distributed to identified corporate support areas.

JESCC is currently operating in an intense and unprecedented demand environment, with calls to 000 having doubled since 2015-16. The area is not meeting its key performance indicators and requires additional sworn and non-sworn staffing as outlined above to meet current and future demand. There is also a requirement for significant upgrades to physical and digital infrastructure, and these requirements will also need to be funded and addressed. Funding some elements of JESCC requirements and not others will not achieve the whole of system reforms that JESCC needs to meet its mandate.

Recommendation 6: Resource allocation modelling

Recommendation 6

It is recommended NTPF develops and implements a Resource Allocation Model to inform resource allocation decisions, to be in place for 1 July 2025, with an initial staffing baseline review and implementation plan completed by October 2024.

As outlined previously in this report, there has been a substantial increase in demand for policing services in the past 10 years. The volume of work faced by officers has risen, with a commensurate rise in the complexities of the operating environment. However, as outlined in Chapter 1, there is a deficit in the availability of robust data that has been subject to appropriate analysis to support NTPF resource allocation decision-making.

NTPF does not currently have an established RAM embedded within the agency or a similar allocation and planning tool.

A fit for purpose RAM calculates, compares and prioritises the demand on resources based on various input data. The outputs of a RAM are then used to inform decision-making as to how resources can be used to best effect, and those decisions form the basis of budget and staff allocations. RAMs are sophisticated models used to analyse activity data, staffing data, organisational priorities and other relevant factors, parameters and criteria to generate evidence and insights about relative need, in order to make transparent, evidence-driven and supportable resourcing decisions. An effective RAM ensures resources are allocated in alignment with an organisation's strategic objectives, optimises the use of available resources and assists in providing transparency to managers and staff.

Quantitative data collected supports the anecdotal evidence provided to the Review team during the consultation phase of inadequate or ineffective resourcing, particularly for the frontline. The following sections in this chapter, pertaining to the need to provide extra resources to support general duty policing services and the operations of JESCC, provide compelling evidence of an escalating demand environment.

However, a clear risk exists that extra resources will not be employed to best effect in the absence of a well-designed, reliable and consistently applied RAM.

Resourcing decisions within NTPF are currently often made on a case-by-case basis, prompted by submissions from individual business units or in response to various incidents, inquiries and point-in-time reviews, rather than through a systematic approach. The nature of policing ensures there will always be a constant need to identify and deploy resources to respond to a rapid change in an operating environment. These deployment decisions are, however, most effective when agreed criteria is used for prioritising need. Because current resourcing decisions are not supported by a robust evidence base or rigour in assessment methodology, they are not easy to explain, defend or evaluate, and decisions are not readily transparent.

Recommendation 1 aims to assist in resolving issues that have arisen as a result of undefined workforce planning and strategic direction.

As discussed in Recommendation 5, it is not apparent that there is sufficient regular corporate reporting provided to the executive with an agency-wide view of relevant workforce metrics, including movements, external impacts and other trends, service demand,

costs and budget that would support decisions relating to resource allocation. As a consequence, there is an inadequate nexus between available budget and staffing allocations, and insufficient strategic workforce planning.

Consultation data and a rudimentary review of demand data indicates potential efficiencies relating to some identified remote stations where demand in the policing district would not appear to require the allocation of full-time permanent police resources to the area. Conversely, other remote stations with similar staffing ratios appear to struggle to meet the demands placed upon them. An effective RAM will provide senior executives with the means to make judgements about the efficacy of staffing and budget allocations based on reliable and consistently applied criteria.

There are a number of models used for police resource allocation, including models developed and adapted by other Australian policing jurisdictions. As data analysis tools, they grow in effectiveness over time when adjusted iteratively and built upon to increase the model's maturity. Although NTPF does not have an established RAM, a number of internal reviews on resource allocation have previously been commissioned, predominantly focused on remote locations.

In establishing a robust evidence base to inform resource allocation decisions, it is recommended that NTPF undertakes an immediate baseline staffing assessment and invests in the development of, and ongoing resources to support, a robust RAM (to be complemented by the broader organisation planning efforts of Recommendation 1). The initial staffing baseline would map existing resources by business unit or output areas. Then known requirements (for example, requirements to roster adequate staff to existing police stations/patrols, minimum staffing, costings and other criteria) would be assessed against the baseline and used to identify any immediate gaps that warrant a reallocation of existing resources.

Given the complexity of establishing a functional RAM and the likely impediments to accessing regular, accurate data (refer Recommendation 5), it is anticipated a fully functioning RAM would not be in place immediately, but does need to be implemented by 1 July 2025. However, a staffing baseline similar to those completed previously needs to be completed by October 2024, along with high level criteria and parameters for the model, and an implementation plan to ensure the RAM can be in place by the start of 2025-26 financial year. This work should build on previous work already undertaken by NTPF.

Ahead of designing and implementing a RAM, this Review makes recommendations relating to the need for additional staff. The rationale for these additional resources is outlined in detail against relevant recommendations (see Recommendations 7, 8 and 9). They are necessary to address immediate staffing shortfalls identified by NTPF through budget proposals and other business cases, which were then tested by this Review.

The recommendations in this report relating to additional resources are intended to address the most urgent needs in the organisation, so the October 2024 baseline staffing review can focus on maximising the efficiency of existing resources.

It is strongly recommended NTPF engages with its jurisdictional counterparts (for example, the Victorian, Queensland, South Australian and Tasmanian police forces) to discuss accessing their specialist skill sets, experience and lessons learned to assist in developing a fully functional RAM for the NT.

Recommendation 7: Additional policing staff

Recommendation 7

It is recommended that an additional 200 sworn staff in the sworn cohort ranks of Constable and/or above to be recruited over a 4-year period. The following allocations are recommended:

- 120 officers to general duties in the Greater Darwin and Katherine region, and to remote stations (ensuring a minimum of 3 police members per remote station)
- 20 officers to Police College
- 10 officers to JESCC
- 10 officers to Territory Response Group
- 10 officers to Professional Standards Command
- 10 officers to Crime Command
- 10 officers to Technical and Covert Operations and Territory Intelligence Division
- 6 officers to Forensic Science Branch
- 4 officers to Digital Transformation Unit.

In the course of the Review, conflicting information was received regarding the number of sworn police currently serving in NTPF. While some of the disparity can be attributed to different data sources, the actual discrepancies in the total numbers presented by NTPF were unable to be adequately explained.

The Review team recommendation has used the baseline number advised by DTF of the (financed) NT government sworn officer target of 1,590 FTE based on government decisions over time. Add to this number, the 52 additional police officers announced on 14 December 2023 by the Minister for Police to staff the newly established TSD. This provides a baseline sworn officer target of 1,642FTE.

As described previously in this chapter and in Chapter 1, being able to accurately measure current demand on police in the NT has presented a challenge for the Review, due to deficient data governance and management practices, business intelligence capabilities and absence of an established RAM to guide evidence-based conclusions.

An internal analysis into capability versus demand conducted by a senior police officer seconded from New South Wales (NSW) Police in 2023, who looked at capability and planning for police, concluded that the (current) NTPF is struggling to maintain service delivery commensurate with rising crime rates, and is not sufficiently resourced to meet either current or future demand, should crime rates continue to escalate.

The analysis considered historical data mapped over a 10-year period. Workload data was sourced from the now superseded PROMIS system and was used to calculate officer resourcing requirements when combined with a broadly accepted national average of 2 hours taken to complete a general policing task. The NSW officer also observed that the nature and complexity of policing in the NT could significantly affect the calculations, and an accepted average of 3 hours to complete a task would likely not be unrealistic.

This sum was then mapped against availability of staff in hours (based on 70% availability, taking into consideration various factors including training, leave and unplanned absences) with the number of staff required to meet demand calculated as a result. Using this workforce allocation model, the analysis determined that 120 sworn police in the role of general duties are required to meet demand.

This Review utilised similar methodology but with more accurate data that reflected the actual recorded availability of officers in a given period rather than making assumptions to account for other variables. This Review assumed an average of 2.5 hours per job as being more realistic in the NT environment and concluded 108 additional general duties members are required. The intent of this Review is to provide meaningful short to medium-term solutions to meet growth in demand until appropriate governance and workforce planning strategies are developed and implemented to maximise the benefits of existing resources. Therefore, the figure of 120 sworn officers calculated by the seconded NSW officer is considered a reasonable and balanced finding.

Overall, the Review concluded there is a requirement for 200 additional sworn police officers, to be recruited over the next 4 years (that is, 200 FTE in addition to 1,642 as identified above) to adequately meet service delivery requirements and demand in the short to medium term while restoring some capacity for more proactive policing and preventative activities to contain growth in demand.

Analysis of qualitative and quantitative data as outlined above has informed this recommendation and also includes the allocation of 80 sworn officer positions to specialist capabilities that have been assessed as requiring priority capacity building on an NT wide basis.

The following allocations are recommended:

- 120 officers to general duties in the Greater Darwin and Katherine regions and to remote stations
- 20 officers to Police College
- 10 officers to JESCC
- 10 officers to TRG
- 10 officers to PSC
- 10 officers to Crime Command
- 10 officers to TACO
- 6 officers to FSB
- 4 officers to Digital Transformation Unit.

These recommendations will be further elaborated upon in the following sections.

Greater Darwin, Katherine and remote stations – increase by 120 sworn police officers

A frontline sworn police officer, also known as a general duties officer, is tasked to respond to calls from the community, often through but not limited to being dispatched by JESCC. Officers are also tasked to conduct general patrols in order to deter offending behaviours and to provide intervention to incidents they proactively identify in order to prevent an escalation of behaviour. The general duties officer represents not only the first response capability of NTPF, but also its most public face. Within urban and regional areas, general duties officers work in patrol groups, consisting of response officers at Constable level (Constable to Senior Constable) in vans, with a supervisor at the rank of Sergeant designated as a Patrol Group Supervisor. The key duties and responsibilities of frontline Constables and Sergeants in accordance with the standard NTPF job description is to:

- deliver a high quality frontline service in an efficient and effective manner by maintaining a focus on customer service through proactive patrols, attendance and supervision at emergencies, incidents and investigations, enquiries and complaints
- provide high quality service to the judiciary
- provide high quality standard of care to those in custody.¹

Over the past 10 years, NTPF has increased by 215 FTE sworn officers. This figure includes Aboriginal Community Police Officers, Police Auxiliaries and Recruit Constables who, due to differences in legislated powers, have varying capacities to meet frontline demands².

In the past 3 years, the attrition rate has been more than double the long-term average, with 472 sworn officers leaving the force.³ This significant loss of sworn members, notably from the supervisory ranks of Senior Constable, Sergeant and Senior Sergeant, has posed particular challenges for frontline units.

During the consultation phase of this Review, it was widely reported by both internal and external stakeholders that numbers on the frontline were diminished and calls from the community to JESCC were not being attended to by police in a timely manner.⁴ JESCC call data supports these concerns, reporting 000 calls more than doubling since 2016, with increasing numbers unanswered within the benchmark of 10 seconds, and a steady increase in 131 444 calls also occurring over the same time period (with more unanswered within the benchmark of 20 seconds).⁵ The workload environment in JESCC is addressed later in this chapter, however, it is important to note that a rise in demand in JESCC inevitably increases pressure on general duty resources, with corresponding implications for service provision.

The response time, defined as the amount of time elapsed between the receipt of a call for service/assistance and arrival of police at the scene has nearly doubled for priority 1 calls and tripled for priority 2 calls over the past 5 years (see Appendix 5: Data for details of priority ratings). Figure 2.1 shows average arrival times for the period 2018 to 2023.

¹ NTPF recruitment and selection job description – Constable and Sergeant.

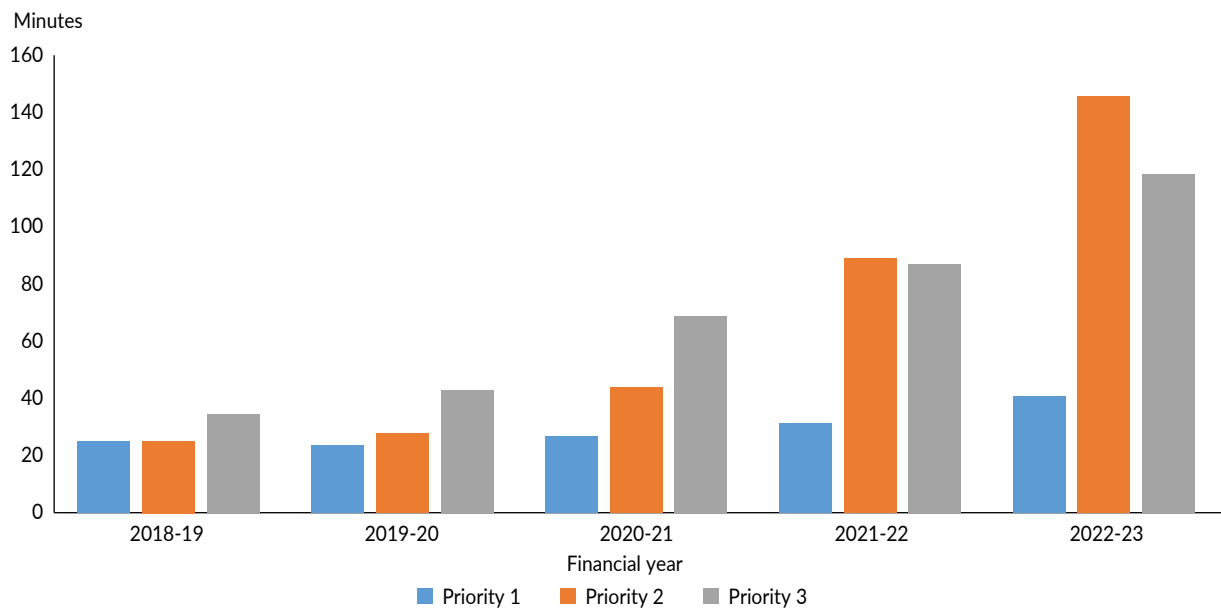
² NTPF data (refer Appendix 5 - 33A).

³ NTPF data (refer Appendix 5 - 44).

⁴ NT Police Review consultation data.

⁵ NTPF data (refer Appendix 5 - 4,5).

Figure 2.1: Average arrival times by priority levels 1-3 from 2018-19 to 2022-23⁶



There has been a substantial escalation in reports made to police over the past 10 years from 275,342 to 332,739 per annum.⁷ In some cases, police members worked up to 14 hours of overtime following a rostered shift, a requirement due to remain on duty.⁸ While this phenomenon is predominantly experienced by remote officers, it is not isolated to those areas. The frequent requirement to work overtime in the absence of relief and short-staffed shifts due to unplanned leave is leading to fatigue and burnout. The 2023 People Matter Survey results indicated that 55% of NTPFES felt burned out by their work.⁹ While respondents to the survey represented a cross section of NTPFES, rather than solely police respondents, the Review considers it is a reliable insight, when used in conjunction with feedback received in consultation.

This rise in demand has reduced the capacity of police to maintain high visibility patrols and associated proactive policing activities. As an example, the use of the powers provided to police under sections 128 and 133AB of the *Police Administration Act 1978* to enhance public safety have decreased markedly over the past 10 years. Section 128 authorises police, under prescribed circumstances, to apprehend and take into custody intoxicated persons, with options to convey those persons to a place of safety, such as to relatives or a sobering up facility, or in other circumstances to detain them in a police watch house until such time as the person is no longer intoxicated. Section 133AB permits an officer to take a person into custody whom the officer believes on reasonable grounds has committed an infringement notice offence, and hold that person for 4 hours or until the person is no longer intoxicated, should intoxication be identified as an issue. While the decrease in the use of these powers may in some respects be attributed to police (rightly) considering options other than taking people into custody, it can also be attributed to a lack of time to undertake proactive crime prevention duties as a result of the high tempo response environment. This in turn has led to higher levels of intoxicated persons in public places and increased amounts of lower level antisocial behaviour remaining unaddressed, with a potential for escalation into more serious offending behaviours.

⁶ NTPF data (refer Appendix 5-12).

⁷ NTPF data (refer Appendix 5-15).

⁸ NTPF internal report.

⁹ NTPS People Matter Survey 2023, Northern Territory Police, Fire and Emergency Services.

Table 2.1 shows the marked decrease in people apprehended under sections 128 and 133AB over a 10-year period ending 2023.

Table 2.1: Apprehensions under s128 and s133AB Police Administration Act 1978¹⁰

Year	No. of episodes – s128	No. of episodes – s133AB
2013	14 614	0
2014	11 666	12
2015	10 550	3 206
2016	9 526	3 259
2017	11 117	3 134
2018	9 956	3 204
2019	7 071	2 315
2020	6 219	1 899
2021	4 254	1 490
2022	3 145	1 533
2023	2 757	1 393

In addition to the demonstrated rise in demand for police services, it was apparent through consultation and quantitative data that absences from the frontline for various reasons were greatly impacting frontline numbers and therefore service delivery. In 2022-23, 19% of the total sworn police force used between 13 and 24 days of personal leave and 26% used over 25 days of personal leave.

Examination of a Greater Darwin station roster over a 5-week period in February and March 2024 indicated that out of 60 police rostered, 30 had a least 1 or more personal leave day scheduled in advance. This does not account for unplanned personal leave taken that would potentially further deplete available resources. Taking into account an additional 20% tolerance for annual and miscellaneous leave, this causes a significant gap in the number of available police actually responding to the community. The roster analysis further revealed that most patrol groups were filled with 1 Sergeant and 4 Constables, confirming consultation data that the 3 units traditionally assigned to stations in the Greater Darwin region were no longer being provided. A more concerning example of these service gaps was identified by a senior general duties member:

Work load for staff is increasing while staff numbers and experience of available staff is decreasing. We have always had 3 vans on the road per sector, now we're extremely lucky to have 3 vans on the road (not just per sector), but sometimes for the whole of Greater Darwin.

Many police officers interviewed during the consultation phase also attributed insufficient numbers on the frontline to ongoing requirements for members to relieve in remote community stations or be seconded or deployed to specialist areas of the police force to 'fill gaps' or to staff new operations. This was particularly obvious in Katherine Police Station, where the requirement to backfill all remote community vacancies is directly from frontline resources. Constables through to executive levels acknowledged that if all police on the roster in the major police stations were actually available for work rather than deployed elsewhere or on unplanned leave, staffing pressures would be solved.

¹⁰ NTPF supplied data.

The Review found that police responding to incidents or tasks not considered a 'policing responsibility' was a key overarching theme for general duties officers. Unmanageable work pressures were often explained as not only due to insufficient staffing numbers but also the requirement to be the first contact point for all community issues. Examples include hospital absconders, youth absconding from care facilities and welfare checks that ordinarily would be assigned to St John Ambulance and are considered non-core policing matters:

We are doing a lot of things that are out of scope, including hospital absconders and mental health. When mental health patients are on day leave and don't return, they call police to locate and return them to the hospital, how is this good use of police time and resources?

The majority of remote stations in the NT currently have a funded allocation of a minimum of 3 positions or more. Consultation data suggested that due to these positions failing to attract permanent police staff, they are regularly filled either with relieving members from urban and regional stations or not filled at all. This information is supported by Police Gazette 05/2024 published on 29 February 2024, whereby 13 remote positions had been readvertised on more than one occasion due to a lack of applicants.

The challenges associated with attracting applicants to remote stations have to some extent been discussed at Recommendation 3 and will be subject to further discussion in Chapter 4 of this report.

The Review acknowledges that most remote stations have an establishment of at least 3 members. It is recommended that if a member is unavailable for a period of time (leave, professional development, personal leave), their position is temporarily relieved outside the station itself as a matter of course.

There has never been adequate staffing numbers for the roles and responsibilities expected of the members in remote locations.

... 2 officers doing the job of 4 across 2 communities an hour apart on dirt roads that are quite degraded. Repeated attempts to even fill the positions with temporary relief staff (options having been outlined to management) was met with explanations that the Katherine Command could not meet any obligation and Darwin Command was resistive. As a result, our policing became completely reactive, overtime increased dramatically and work/life balance went out the window.

This recommendation to increase numbers in the general duties workforce is intended to improve the work/life balance and more effectively manage fatigue of the remote workforce with a commensurate boost to service capacity in remote communities. The extra officers deployed to the Greater Darwin and Katherine regions are intended to have the effect of allowing those centres to continue to provide the relief required in remote localities without adversely affecting their ability to operate effectively.

Police College – increase by 20 sworn police officers

The Police College training is the foundation of police performance, and is delivered internally by police officers. The College is organised into 3 main areas:

- Induction Division – responsible for all aspects of recruit training for Constables, ACPOs, Police Auxiliaries and Aboriginal Liaison Officers (ALOs). The division is also responsible for monitoring and assessing probationary Constable performance and making decisions about confirming them as Constables at the end of the probationary period

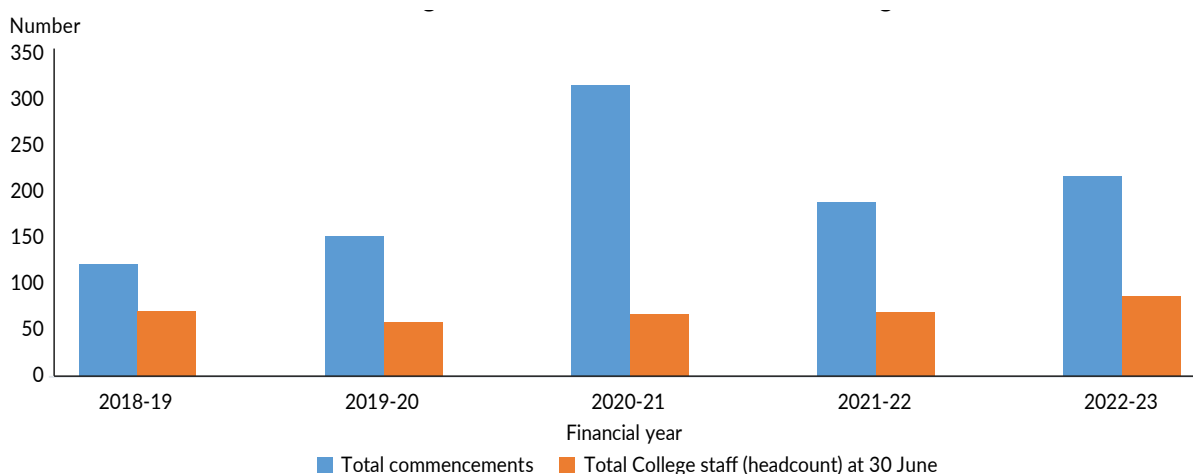
- Capability and Development Division – responsible for managing rank qualification processes, the Operational Safety Section (defensive tactics, firearm and driver training) and the Criminal Investigation Development Unit (CIDU)
- College Education Services – provides library, administrative support, learning and development compliance, and online training platforms.

The average time a recruit (including all sworn streams) will spend in the College is 22 weeks. Historically fewer than 100 police recruits across all streams graduated annually, however in recent years, this has increased to over 200 recruits on average graduating annually. This number is predicted to continue to increase into the future, particularly if the recommendation for an additional 200 sworn police is adopted by government. Currently the Induction Division that delivers recruit courses has 3 sworn members seconded from other areas and is just meeting current demand.

Promotional and career development training has been largely curtailed since 2019 due to insufficient staffing to develop and deliver these courses, particularly as induction courses have taken priority. The Sergeants Development Course commenced in 2023, however, consultation indicates that due to insufficient sworn members to deliver the course, it relies heavily on operational members to deliver sessions. Other increases in training requirement for the Capability and Development Division include active armed offender and patrol rifle training for all new recruits, the inclusion of firearms training for ACPOs and all in-service training and requalification. The Operational Safety Section, a key section within the College, has an establishment of 11 instructors, however requires a minimum of 20 to achieve the current rate of training, causing a reliance on continuous secondments from other NTPF areas in order to manage the demand resulting from ongoing recruit training. This depletes the frontline as well as creating further pressure within the College due to the constant requirement to repeatedly train these short-term instructors. The increase in work demand and associated physical demands for College instructors has resulted in health and wellbeing concerns for staff.¹¹

Data from the College indicates recruit training has increased by 80% over the last 5 years. Figure 2.2 illustrates trends in commencement by recruitment stream for the period 2018 to 2023.

Figure 2.2: Training commencements at the Police College¹²



¹¹ NT Police Review consultation data.

¹² NTPF data (refer Appendix 5 - 41)

Comparatively, College staff levels have increased by 22.5% in the same period. Actual staffing has increased not only to meet requirements for recruit training but also to meet demand for inservice training delivered by the Capability and Development Division. Consultation was conducted across the spectrum of College staff, including non-sworn staff, College instructors and managers. The main issues and themes identified include:

- insufficient staffing to meet the needs of students and NTPF's requirements
- insufficient administrative support, creating a burden for instructional staff
- high workload, leading to burnout and adverse welfare outcomes for staff
- lack of future policy direction or appetite for exploring modern training alternatives, such as a greater focus on online training, where appropriate
- outdated digital systems that require upgrading as they are no longer fit for purpose
- inadequate and or outdated physical infrastructure, with some areas continuing to be utilised by Northern Territory Fire and Rescue Services (NTFRS) for training purposes, reducing learning space options for NTPF training needs.

The College employees made the following observations:

Issue with the College is that the footprint has never increased. Crime is up, attrition has gone from 3% to 10% and nothing has changed in the College in 30 years.

We are nowhere where we should be for in-house training. We do not have the resources to do anything in this space.

ACPOs and Auxiliaries are now armed, which includes extra members for firearms training and in-service requalification. Operational Safety Tactical Training does active armed offender training, therefore training has increased significantly but no resources to complement the additional requirements.

The College currently follows a traditional training format whereby recruits are instructed by police officers who deliver set content. Other police jurisdictions, such as Victoria and South Australia, have adopted a combined classroom and on-the-job training approach. College staff have advised they would like to explore these types of options, however, current pressures have limited the ability to pursue innovation. The ability to conduct research, design developmental programs, and respond to coronial findings and legislative changes in a timely manner is also significantly impacted as a result of insufficient staffing.

The recommendation for an additional 200 sworn police officers (FTE), will place additional pressure on the College. The College has recently proposed additional sworn members in all divisions across the College. Taking into account those submissions and the results of consultation with staff, the Review assessed that an increase of 20 staff is required to meet current and future needs.

Joint Emergency Services Communication Centre – increase by 10 sworn police officers

The recommendation for 10 additional sworn police to supplement JESCC is evidenced in Recommendation 9 of this report.

Territory Response Group – increase by 10 sworn police officers

TRG is a police tactical group that is nationally trained and validated in accordance with Australia-New Zealand Counter Terrorism Committee capability guidelines and training management packages. The section is required to comply with the Australia New Zealand Police Advisory Agency guidelines for specialist police deployed to high risk situations and maintains a number of important and protected capabilities across the NT.

TRG is the section responsible for reacting to critical incidents and provides operational responses and specialist skills to siege situations, active shooter incidents, bomb responses and dignitary protection. Other common responsibilities include land search and rescue incidents, assisting with the execution of search warrants and arrests assessed as being high risk, and supporting local areas with general frontline policing support.

Despite population growth, an increased demand for tactical capabilities and the emergence of a heightened national risk environment in regards to terrorism, TRG's staffing levels and structure has not been subject to substantial change. Consultation and examination of data indicates TRG has experienced a 10% year-on-year growth in operational deployments since 2017 and is operating below optimal capacity levels. As a result, it is recommended TRG be allocated 10 sworn FTE to meet this increased operational tempo and maintain capability and readiness in order to ensure community safety.

Professional Standards Command – increase by 10 sworn police officers

PSC is the business unit of NTPF tasked with overseeing complaints against police and conducting internal investigations into alleged serious breaches of discipline by sworn officers, as well as providing an oversight mechanism to the investigation of other serious incidents such as critical custody incidents or deaths that occur in police custody.

A review into PSC conducted in 2022 by a senior police officer from Victoria Police found the current complaints and discipline process within NTPF is archaic and overly prescriptive. The system is complex and multi-layered, and is generally accepted to be characterised by delayed processes for officers, creating unnecessary stress and anxiety, and undermining the efficacy of outcomes when those outcomes are delivered long after the conduct being examined occurred.

These issues will be examined more comprehensively in Recommendation 17 in Chapter 4.

In an attempt to reform the discipline process, there is a proposal to move toward a more educative rather than punitive approach. This will include educating members on integrity, and seeking an early resolution by way of open and honest collaboration with investigators at the first opportunity, defining and broadening the line between performance issues and conduct issues, and developing an early intervention capability.

There has been little variation to PSC staffing numbers over the last 10 years. There have been significant changes over this period which created additional investigative responsibilities and reporting requirements for the command including establishing the Office of the Independent Commissioner Against Corruption, introduction of body-worn video, and several high profile coronial inquests that have resulted in an increased requirement for PSC investigative activity, as well as PSC advising and informing policy and legislative reform. The proposed introduction of drug and alcohol testing for NTPF members means associated policies and procedures will need to be developed and implemented by PSC.

PSC has been bolstered in recent times with staff from other commands. Once again, this has diminished capacity in the areas from which the staff members are seconded, often frontline areas. To meet increasing demands and proposed future reform of the complaints and discipline process in its entirety, the Review has determined an additional 10 sworn officers would assist in effectively progressing planned reforms and provide the ability to meet future demands.

Crime Command – increase by 10 sworn police officers

It is recommended the Crime Command across the NTPF would benefit from an additional 10 sworn officers. It is further recommended that priority be given to the following crime areas and remaining officers be distributed at the discretion of the Commissioner.

Major Crash Investigation Unit (MCIU) – the NT road toll is nearly 5 times the national rate, with an average of 40 people killed, and 476 people seriously injured on NT roads each year. Of these, two thirds of road fatalities and half of the serious injuries occur on roads outside Greater Darwin and Alice Springs urban areas.¹³

MCIU is responsible for major and serious injury crashes within the NT, with officers located in Darwin and Alice Springs. In 2020, NTPF commissioned Victoria Police to conduct an independent review into MCIU to examine the practices, processes, training and governance of crash investigations. The Review recommended an increase in staffing levels to ensure unit capacity supports the inherent requirements of the unit and geographical response area. The recommended staff increases have not occurred.

MCIU currently has 10 established positions between Darwin and Alice Springs, including 1 Senior Sergeant, 3 Sergeants and 6 Constables. Consultation data strongly indicates that members within MCIU are suffering symptoms of burnout due to excessive amounts of time spent on call and excessive overtime.

With only two members due to one being off on sick leave, I have been on call for the past nine months, meaning I can't have a drink or go away camping on my rostered days off.

Currently there are not sufficient staffing numbers, and a small number are being relied on to get the job done. This can only go on for so long.

In support of the responses received during consultations, examination of a recent MCIU roster showed MCIU members on call for the entirety of the 5-week period. Major crash investigations repeatedly expose investigators to road trauma in its most severe form. This is considered a high-risk area of policing that can have detrimental effects on investigators' wellbeing. This is further exacerbated by the frequent on-call nature of the role, which prevents the investigators from being able to 'disconnect' from work. Over the past 6 months, MCIU has heavily relied upon other divisions within crime to supplement on call requirements which has a cascading effect on the operability and response capabilities of the originating divisions. The current situation presents a significant risk to the health, welfare and wellbeing of MCIU investigators, and creates risks for NTPF. It is recommended up to 4 additional Constable positions are created in MCIU to mitigate these risks and increase the capability of this investigative unit.

The second area of priority is the Cybercrime Unit. For the purpose of this report, cybercrime refers to incidents in which a crime is facilitated by using computer-like technology or when computers or associated infrastructure are the targets of criminal activity. Investigation of these types of offences requires highly specialised officers.

¹³ Road Safety NT - Towards Zero 2023.

Cybercrime presents a substantial risk to Territorians, especially to small businesses and vulnerable Territorians, and the statistics do not often reflect the amount of financial and psychological harm inflicted on victims. Several victims in the NT have reported losses of over \$500,000.¹⁴

The substantial growth in cybercrime in recent years has led to a significant increase in investigations referred to the Cybercrime Unit from ReportCyber, the Australian government's online reporting tool. ReportCyber referrals to NTPF has increased on average from 300 in 2015 to 833 in 2023. The Cybercrime Unit was established in 2015 consisting of 1 Sergeant and 1 Constable, and has not increased in number since this time. With the growth of artificial intelligence and the rising use of cryptocurrency, cybercrime offences are only likely to increase into the future. Additional sworn officers in this area of crime will increase community confidence, reduce the risk to Territorians, and enable NTPF not only to diligently investigate but invest in developing disruptive responses and support those who have been harmed by cybercrime through education, awareness and preventative initiatives. As this crime type is becoming increasingly prevalent, NTPF will be required to invest in order to maintain currency in knowledge and practice.

Technical and Covert Operations – increase by 10 sworn police officers

TACO delivers covert services to all NTPF's investigative areas using various sensitive police methodologies. The demand for covert policing capabilities has experienced a significant surge in recent years, while staffing levels with the various capabilities in the area have remained unchanged. Notably, the demand for specialist support in certain technical areas within the portfolio has multiplied substantially in response to a rapidly evolving digital communications environment. This trend is anticipated to persist as organised crime and terrorist networks continue to adapt their methodologies to take advantage of digital platforms.

At the conclusion of an internal review into TACO conducted in 2023, the portfolio was identified as experiencing difficulties in meeting reporting obligations, including in important areas such as witness protection.

During consultations with the Territory Intelligence Division, to which TACO is attached, most of these issues were attributed to insufficient staffing to cope with critical operational requirements, in addition to completing administrative reporting obligations. The addition of 10 sworn officers will maximise efficiencies and mitigate associated risks through developing and implementing a more robust internal structure. These numbers will also expand capabilities, most particularly within the physical surveillance section, to not only meet demand but also manage fatigue.

Further consultation data revealed that due to sworn members in this area being highly specialised in their field, there were no options to relieve members during complex, lengthy operations, which in turn led to significant burnout and mental health and wellbeing concerns. In some areas of the portfolio, deployment of capabilities has been contingent on being able to recall key personnel from leave. This indicates maintaining business is only a step away from system failure for some capabilities, with ramifications for operational effectiveness and public safety.

¹⁴ NTPF supplied data.

Forensic Science Branch – increase by 6 sworn police officers

NTPF manages its forensic capability through FSB in Darwin, with officers also located in Katherine and Alice Springs. Forensic science capabilities are an essential and invaluable element of policing services. Areas within FSB include fingerprinting, forensic biology, forensic chemistry, and crime scene examination. The FSB is staffed by highly trained and skilled forensic professionals from both the sworn and non-sworn staffing cohorts of NTPF.

The work of FSB is fundamentally important to NTPF investigative streams and the judicial system throughout the NT. FSB also makes a substantial contribution in the areas of prevention and disruption by providing prompt identification to investigators of persons of interest, particularly in the areas of property crime and serious crimes against the person.

Currently, FSB does not have the capacity to produce results in a timely manner, and the lack of resourcing creates a risk of compromised quality in this essential area. The effective and reliable delivery of forensic services to the courts is of fundamental importance to the judicial system and the fair administration of justice. Over the last 10 years, FSB has had no effective growth in staffing levels despite a significant increase in workload as any approved additional staffing has been allocated to new capabilities, rather than servicing rapidly escalating demands for existing services. Examples of this include:

- 400% increase in fingerprint comparisons during the last 10 years
- 70% increase in crime scene attendance for Darwin and Katherine Crime Scene units
- 50% increase for the Alice Springs Crime Scene unit over the last 5 years
- 50% increase in requiring DNA analysis in the last year alone.

Providing FSB with increased capacity to identify persons of interest through preliminary results within 24-48 hours has the potential to dramatically reduce crime by enabling police to disrupt crime series. This in turn will contribute to improving the community's sense of security and confidence.

Digital Transformation – increase by 4 sworn police officers

It is recommended that 4 sworn police officers are dedicated to what is currently known as the Digital Transformation Unit in order to provide necessary operational policing subject matter expertise to the adoption of new technologies and digital enhancements for agency service provision, and develop and implement business intelligence capabilities as discussed in Recommendation 5.

Recommendation 8: Administration and business support

Recommendation 8

It is recommended that an additional 71 non-sworn staff are recruited over a 4-year period to support the specialist, business and corporate areas of NTPF, comprising:

- 47FTE for operational support roles as follows:
 - » JESCC – 25FTE call takers and CCTV operators
 - » Police College – 10FTE for course administration and online learning technical support
 - » Forensic Science Branch – 6FTE scientists
 - » Technical and Covert Operations – 1FTE senior technical communications specialist
 - » frontline administration support officers pilot program – 5FTE for administrative aspects of general duties reporting
- 24FTE for corporate support roles in areas such as legal, infrastructure, finance, digital and innovation, communications and electronic technical services.

Non-sworn staff contribute fundamentally to the success of NTPF across all aspects of the agency in corporate, technical and operational business units. Of the total 2,142 staff paid on payday 18 January 2024 (excluding NT Emergency Services and NTFRS employees), there were 468 non-sworn staff from the administrative officer, professional, technical, physical and pilot streams. This equates to almost 22% of staff engaged in non-sworn roles.

The terms 'non-sworn', 'unsworn' and 'administrative' are often used interchangeably when describing staff, however, none of these terms alone provide an accurate representation of the different roles and types of work undertaken by staff in the agency who are not sworn officers. Responsibilities of NTPF non-sworn staff can be categorised into 3 streams:

- operational support – directly engaged in operational activities such as answering 000 and 131 444 phone calls, scientists in the forensics laboratory, adult education specialists developing online learning systems and coordinating courses at the Police College
- business management support – business support at divisional level such as maintaining files, updating databases such as SerPro, organising meetings and meeting papers, processing invoices for payment, and ensuring office equipment, stores and vehicles are maintained
- corporate support – support across NTPF in areas such as executive support, ministerial liaison, media and corporate communications, HR, wellbeing services, work health and safety, legal, professional standards, strategic policy, data and reporting, budgeting and finance, procurement, technology and innovation projects, facilities, fleet and records.

Table 2.2 provides aggregated data by stream about NTPF's 468 non-sworn staff.

Table 2.2: Non-sworn staffing ¹⁵

Level / stream	Designation	Paid headcount	% of total headcount
Junior administration	AO2 to AO4	234	50.0
Middle administration	AO5 to AO7	100	21.4
Senior administration	SAO1 to SAO2	37	7.9
Executive	EO2 to ECO3	10	2.1
Professional	P1 to SP2	41	8.8
Technical	T1 to T6	31	6.6
Physical	PH2 to PH5	9	1.9
Pilot	SPIL to CPIL	6	1.3
Total		468	100

This Review has not made recommendations regarding any shared services arrangements that may operate between NTPF and the new NTFRS/NTES agency.

Consultation feedback

Before turning to the specifics of Recommendation 8, it is important to report some of the views encountered by the Review team during its consultations across NTPF.

Feedback was sought in discussions with non-sworn staff ranging from AO2 to ECO3 level across NTPF to understand the demands on and workloads of non-sworn staff. Three key themes became evident:

1. insufficient staff to meet the demand for administrative support, along with unrealistic expectations from executive and sworn officers (of non-sworn staff at all levels) regarding volume and complexity of work to be undertaken
2. disrespectful treatment of non-sworn staff (at all levels) and disregard for the value of their contribution in NTPF (they are 'just admin')
3. limited professional development and training opportunities to strengthen capabilities at current levels and or assist with personal and career advancement.

Regarding theme 1, there was much feedback in the consultations from both sworn and non-sworn staff that sworn staff are spending more time than ever before completing corporate and business administrative tasks. This is in addition to the increasing complexity of reporting and recording requirements of operational work that accrues with legislative reform, various scrutiny bodies and increased accountability in general. This time 'in front of a computer', office-bound, reduces the time frontline sworn officers are able to spend on the road. Staff in the consultations felt there needed to be more administrative staff across the NTPF in operational areas to increase the availability of officers to resume general duties and respond to tasks issued by JESCC.

In remote stations, other types of administrative tasks undertaken by sworn officers include providing motor vehicle registration and driver licensing services, and firearms registration services due to their presence in communities where small transaction volumes preclude other government agencies from staffing such services. Only 3 of the 41 remote stations have any administrative staff, by virtue of history rather than any structured approach.

¹⁵ PIPS payroll system Pay 15 (18 January 2024).

Introducing AO2-AO3 administrative support positions within some remote stations (depending on transaction volumes and client contacts) could be considered, to alleviate remote officers' administrative workloads, providing more time for frontline duties and allowing them to take sufficient breaks and rostered days off, while providing employment opportunities in the local community.

With respect to theme 2, consultations with non-sworn staff consistently highlighted that non-sworn staff do not feel supported or appreciated by executive staff or their sworn peers. It is difficult to maintain a positive workplace culture when non-sworn staff encounter the attitude from their sworn colleagues that they are 'just admin'.

Table 2.5 illustrates that junior staff feature in NTPF non-sworn staffing composition at half the total, in the AO2-AO4 levels, which compares with 37% for these levels across NTPS. Further, 21.4% of non-sworn staff are middle level officers, compared with 44% at these levels across the NTPS. This demonstrates clearly the relatively junior nature of the non-sworn cohort (noting also physical and technical staff are relatively junior), and a relatively small middle management cohort, who are arguably not equipped for complexity (without adequate training) or the expectations of high workloads, and do not have authority to resist or combat disrespect from their sworn officer counterparts. This is an issue of organisational culture that needs to be addressed by NTPF leadership, in order for NTPF's non-sworn staff to be respected, valued, treated fairly and properly equipped to support NTPF in achieving its corporate objectives.

With respect to theme 3, non-sworn staff provided consistent feedback about the lack of professional development opportunities, mentoring or leadership training for non-sworn staff. Also, a barrier to accessing training and development is that workloads and the consequent lack of time available prevents staff from taking up any opportunities whenever they are available. Anecdotally, non-sworn staff leave NTPF to join other government agencies seeking greater support, professional development and career development than is afforded by NTPF. This is a matter that should be addressed in the Strategic Workforce Plan at the agency level and through the performance agreement process at the individual level.

These 3 themes about working in NTPF negatively affect the morale and wellbeing of individual staff. Many noted that, although the Wellbeing Strategy 2023-27 is available to all staff, its design is police-centric and not readily accessible for non-sworn staff. They felt overloaded and undervalued. This was concerning feedback from this staff cohort, who number more than 1 in every 5 NTPF staff.

Additional non-sworn staff

The recommendation to recruit an additional 71 non-sworn staff over 4 years in the specialist, business and corporate areas of the agency is fundamentally designed to support frontline staff to spend more time on patrol duties. At a minimum, the additional 200 sworn police will add to the demand for services provided by non-sworn staff. Of the total, 42 would be directly engaged in operational areas, 5 would form a pilot program to support frontline staff with administrative policing tasks that can be undertaken by a non-sworn officer, and 24 would be recruited to corporate areas servicing across NTPF. This recommended composition reflects the importance of non-sworn staff to the successful functioning of NTPF on a number of fronts, and they are essential for frontline and specialist areas to be able to do their jobs every day.

Additional staff are recommended based on consultation discussions, evidence in the form of NTPF data and business intelligence developed by the Review team, and various business cases and other documents provided to the Review. There were many proposals for additional staff, both sworn and non-sworn, and the Review team has endeavoured to come to sensible and supportable conclusions.

Table 2.3 outlines the recommended staffing increases over the budget cycle.

Table 2.3: Proposed additional non-sworn staffing

Unit	FTE	Purpose	Rationale
JESCC	25	Call takers and CCTV operators	Refer to Recommendation 9 regarding growing demand on JESCC services, and its flow-on effect on general duty activities.
Police College	10	Course coordination and administration, online learning technical support	Increasing enrolments of new recruits, continuous refresher requirements and reaccreditation (for example, use of firearms, operational safety tactics), and training required following legislative changes increases course coordination needs, volume of data and records on training, and use of innovation such as online learning and virtual course delivery.
Forensic Science Branch	6	Scientists – fingerprint specialists, chemists, biologists	Build internal capacity for fingerprint analysis and chemical testing, which are currently reliant on outsourced providers. Also DNA analysis is heavily triaged due to volume of cases, resulting in suboptimal turnaround times and delays in identifying offenders.
Technical and Covert Operations	1	Senior technical communications specialist	Required in response to increasing demand.
Frontline Support Pilot Program	5	Administration support	The rationale is described in more detail in text below.
Corporate Support	24	Support across the full range of whole of agency services	An additional 200 sworn staff will increase the draw on corporate support and advisory services, as well as the need to build capability in organisational support as outlined in Chapter 1. There will also be a need for time-limited staff to implement major projects such as the Sage budget system and a Strategic Infrastructure Plan.
Total	71		

Frontline Support Pilot Program

Constables across the NT expressed the following views on the administrative burden during consultations:

Police are very expensive data entry officers.

There is scope for an AO assistant who can take up a lot of the forms police are having to do.

Currently police aren't able to police in a proactive way – have too much backlog.

Access to civilians or a system to help type jobs up would help. People on light duties are often really helpful on the admin side.

It is recommended a pilot program be established for a 12-month period to develop a model for embedding administrative support staff in police stations to work directly with sworn officers on their specific reporting and records management tasks. Although there will be some aspects of completing an incident report that can only be undertaken by the sworn officer involved in the incident, there are other aspects that could be undertaken by a non-sworn person with their guidance. These other aspects could include tasks such as preparing and gathering documents and evidence for prosecution files, tagging body-worn video footage of incidents for records and use in prosecution files, transcribing interviews and data entry.

The program would include 5FTE staff at the AO3 level, working day shifts Monday to Friday. However, extending this to include evening shifts and weekends could be considered further into the pilot, to enable support across patrol groups. The 5 AO3 staff should be allocated in 5 different stations from a mix of different community types, and activity levels and types, to develop and test the model in a variety of circumstances.

The pilot program should include an evaluation framework to determine the efficiencies gained (or otherwise) for the frontline policing and effectiveness of the support provided, to inform decisions about further agency investment in the concept for other areas across the NT.

Recommendation 9: Joint Emergency Services Communication Centre

Recommendation 9

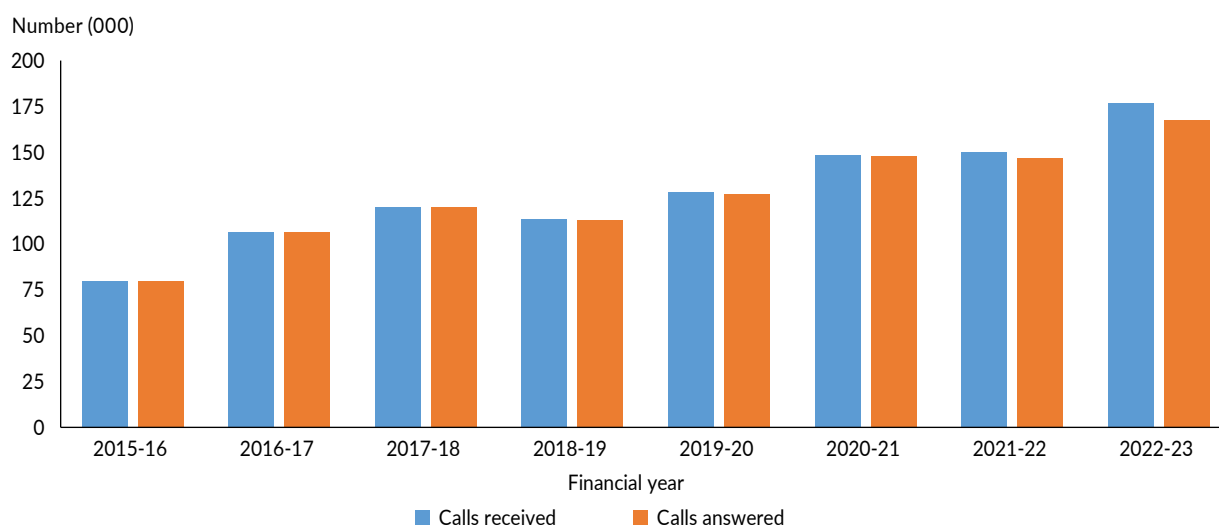
It is recommended that the proposed upgrade of the Joint Emergency Services Communications Centre, including its staffing, technological and physical infrastructure, be considered a high priority for funding as part of this Review.

JESCC is the primary point of contact for anyone requiring the assistance of police, fire, emergency and ambulance services throughout the NT. It receives all calls to 000 and 131 444 lines, and St John Ambulance call takers are co-located in a facility within the Peter McAulay Centre. It is the area from which reports are assessed and response units are dispatched. CCTV cameras are also monitored in JESCC over 3 shifts per 24-hour period, staffed by a team of 5, including a team leader, tasked with monitoring 1,202 cameras across the NT. The number of cameras are projected to rise to 1,331 by the end of June 2024.

As a result of continuing difficulties with its operations, JESCC has been subject to a number of reviews, both internal and external, with the findings of each broadly similar in nature. The predominant issues identified relate to insufficient staff to operate effectively, ICT infrastructure requiring upgrading, and physical infrastructure that is no longer fit for purpose to meet the increased demand for staff.

Demand for policing services has seen a doubling of 000 calls to JESCC since 2015-16. In 2022-23, calls to 000 rose to 176,983, with 167,355 answered, meaning 9,528 calls were abandoned. Calls can be abandoned for a variety of reasons, including loss of connectivity for remote callers, a caller changing their mind, frustration with waiting times or, more concerning, calls being cut off by a third party. The difference between total calls received and answered in Figure 2.3 represents abandoned calls.

Figure 2.3: Police-related 000 calls received and answered¹⁶



¹⁶ NTPF data (refer Appendix 5 - 8).

JESCC operates under nationally consistent KPI's of 90% of 000 calls being answered within 10 seconds and 85% of 131 444 calls being answered within 20 seconds. In the case of 000 calls, a call that is not answered after a prolonged period activates a Telstra 4-minute rule. Once this rule is activated, a Telstra operator answers the call and takes details from the caller and passes those details to JESCC for follow up and action.

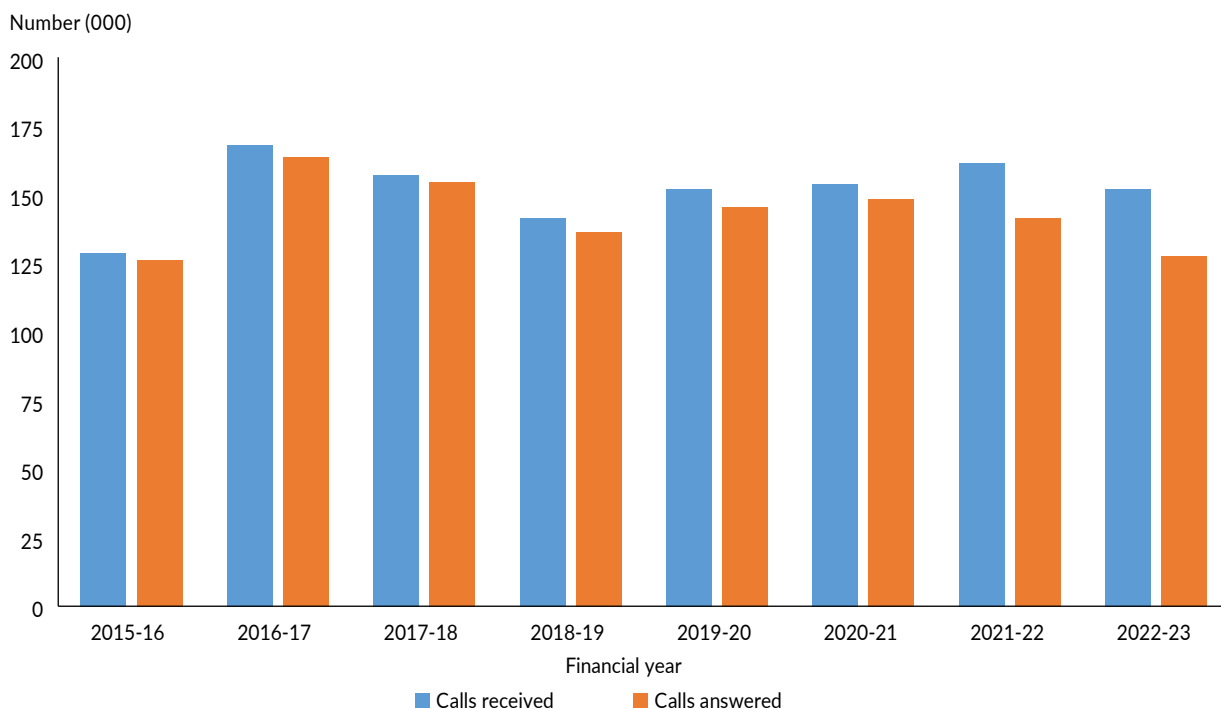
Table 2.4 shows JESCC performance for 000 calls for the period 2013 to 2023.

Table 2.4: Proportion of 000 calls answered within 10 seconds¹⁷

Financial year	Performance %	Target %
2013-14	88.8	90.0
2014-15	94.1	90.0
2015-16	94.4	90.0
2016-17	95.5	90.0
2017-18	96.4	90.0
2018-19	90.6	90.0
2019-20	91.4	90.0
2020-21	92.7	90.0
2021-22	80.6	90.0
2022-23	76.4	90.0

The 131 444 number is the general police line, designed to be used when non-urgent police assistance is required and to report non-emergency issues. This line is often used to report issues such as unlawful entries discovered after offenders have left, antisocial behaviour in the street and similar matters. Figure 2.4 illustrates the rise in demand on the 131 444 line since 2015-16. In 2022-23, 24,319 calls were abandoned and therefore unanswered.

Figure 2.4: NT Police-related 131 444 calls received and answered¹⁸



¹⁷ NTPF data (refer Appendix 5 - 4)

¹⁸ NTPF data (refer Appendix 5 - 9)

Table 2.5 outlines JESCC performance for 131 444 calls for the same reporting period.

Table 2.5: Proportion of 131 444 calls answered within 20 seconds¹⁹

Financial year	Performance %	Target %
	%	%
2013-14	79.5	80.0
2014-15	85.5	80.0
2015-16	85.1	80.0
2016-17	86.0	80.0
2017-18	92.2	80.0
2018-19	85.9	80.0
2019-20	87.1	80.0
2020-21	88.5	80.0
2021-22	66.1	80.0
2022-23	60.0	85.0

Consultation in remote areas indicates a number of instances of community stakeholders contacting station personnel directly on their mobile telephones due to prolonged waiting times on both the 000 and 131 444 lines.

In an effort to more effectively manage this growth in calls for service, an Alternative Resolution Team (ART) commenced operations within JESCC in September 2022. The ART contacts complainants to assess their reports with a view to referring responses to an appropriate work unit to relieve the need for station and frontline responses. This response pertains to both 131 444 and 000 calls that have been assessed as non-emergencies. The team is staffed by 1 Sergeant supervisor and 3 full-time and 2 part-time Constables. The ART predominantly operates on day shifts with some selected evening shifts until 10:00pm, as well as some weekend coverage. At the time of writing, ART's work is confined to the Greater Darwin and Alice Springs regions.

Consultation suggests ART has been a successful program, having diverted in excess of 13,000 incidents from the frontline since its inception in late 2022, while also providing members of the community with a more prompt response from police than might otherwise have occurred (that is, within hours rather than days). Expanding ART to service the rest of the NT is one of a number of enhancements to JESCC that warrants serious consideration, to improve responsiveness, efficiency and most effective use of available resources. A program evaluation of this service would determine its value compared to the investment, and performance indicators should be established and monitored over time.

Consultation with JESCC staff of all levels also indicates a statistically significant percentage of 000 calls received by JESCC are subsequently identified as not being emergency calls. The Review has not been able to source meaningful data to illustrate this, however, it emerged as a strong theme among call takers, supervisors and managers, and is assessed as credible information. Note, a 000 call is a free call and can be made regardless of whether a telecommunications user has credit for a non-free telephone call. Improved mobile connectivity in remote areas may also have increased the use of the 000 number. NTPF is urged to consider an education campaign informing and reminding Territorians about the parameters for contacting 000 and the importance of not overburdening the 000 lines.

¹⁹ NTPF data (refer Appendix 5 - 5)

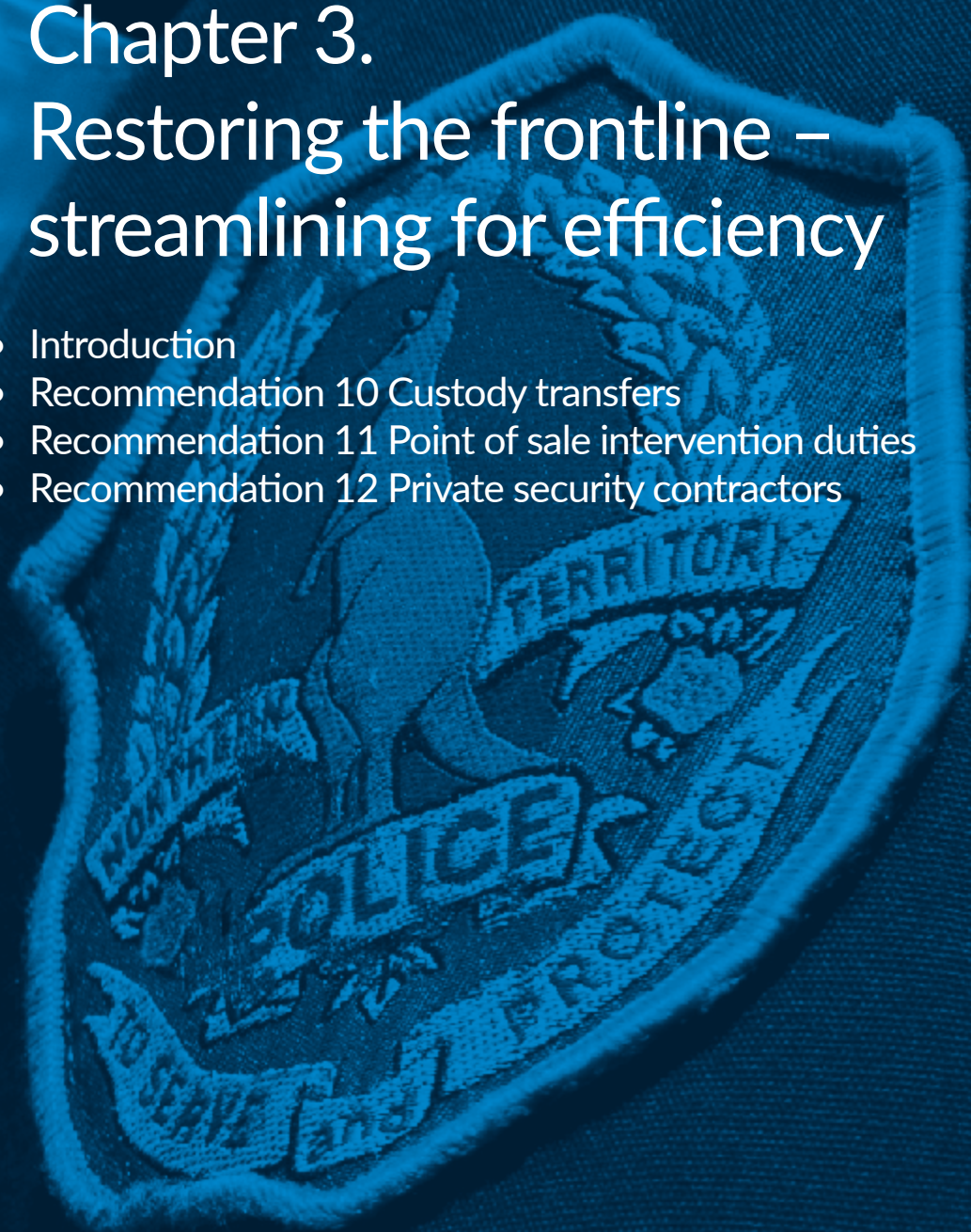
It has been identified that significant investment in JESCC is required. This includes increasing staff to meet demand, and expanding ICT and physical infrastructure to function effectively and reduce risk. Currently, NTPF and DCDD are developing a detailed proposal to modernise and meet efficiency targets within JESCC. Given the submission has been informed by a number of external and internal reviews, it is recommended that government prioritise and carefully consider the proposal, and consider it as a whole rather than by its component parts. Funding some elements and not others will not achieve the whole of system reforms JESCC requires to meet its mandate.

NTPF's proposal for additional JESCC staffing includes 10 sworn police officers, which the Review supports as per Recommendation 7. The Review considers the NTPF's proposal for 39 non-sworn operational officers (call takers and CCTV operators) should be reduced to 25 as more reasonable. This is further explained in Recommendation 8, which incorporates the increase in non-sworn staff over the entire NTPF. It is recommended that other aspects of need in JESCC regarding ICT and infrastructure upgrades be considered a high priority for funding through appropriate mechanisms such as the government's Digital Roadmap process and NTPF's capital works program.

Chapter 3.

Restoring the frontline – streamlining for efficiency

- Introduction
- Recommendation 10 Custody transfers
- Recommendation 11 Point of sale intervention duties
- Recommendation 12 Private security contractors



Chapter 3: Restoring the frontline – streamlining for efficiency

Introduction

Chapter 3 addresses 3 issues examined over the course of the Review that were identified as having ramifications for the frontline. The first 2 issues, centring on custody transfers and point-of-sale intervention (POSI) duties, are identified as having significant resourcing implications for the frontline, and custodial issues contributing greatly to worker fatigue, most particularly for sworn officers serving in remote communities.

The need to transfer prisoners from remote communities to regional centre custodial facilities, or from regional/remote facilities to correctional establishments for prisoners remanded in custody, constitutes an unavoidable impost on police time and resources.

NTPF continues to provide escorts for remanded prisoners and court guard services in all regional centres. This was identified as an issue requiring rectification in 2012 in a previous review of police resourcing but remains unresolved.

The continued use of police for POSI duties at takeaway liquor outlets is examined with a recommendation that NTPF winds down these duties, and the operators of lawful liquor takeaway businesses to bear the cost of a security presence to comply with their legislative obligations, rather than the public. This will allow police to return to core policing duties and targeted enforcement activities.

The third recommendation of this chapter examines the use of private security contractors as social order guardians employed under government contracts currently managed by NTPF.

The current use by government of roaming private security contractors to address social order issues in certain locations is identified as an inherently risky practice. Establishing the TSD, with a mandate to address issues associated with antisocial behaviour and alcohol-related harm, should be an indicator that using private contractors can start to be gradually phased out, with private security operations to be funded by private entities when they identify a need.

Recommendation 10: Custody transfers

Recommendation 10

It is recommended that the Police Review Implementation Team, in conjunction with NT Corrections, work towards transitioning responsibility for transfers of persons remanded in custody and police custody (bail refused) to an appropriate service provider (private) by 30 June 2025.

The Review has identified the continued utilisation of sworn officers to conduct both prisoner escorts and court security duties to be an ongoing resourcing issue for the NTPF. These are not core policing duties, however, they continue to consume significant human and other resources in the absence of alternative options. In many instances police are simply unable to respond to calls for assistance from the public or attend to other duties as they are either:

- ensuring adherence to custody management requirements
- transporting persons in custody or
- stood down to ameliorate the fatigue induced by these duties.

In remote and regional communities in particular, the combination of police community response requirements, custody management obligations and transporting prisoners by road is creating a multiplier effect of fatigued officers unable to respond to community needs and a very high risk of injuring themselves or others due to fatigue in operational settings.

The risk presents with the increased likelihood of a vehicle accident when undertaking prisoner escort duties while suffering from sleep deprivation or an inappropriate response in an operational setting where clarity of decision-making is reduced by fatigue. Current fatigue management policies and frameworks do not provide the required protection for the individual officers, persons in custody, the general public or the organisation. This issue will be examined in greater detail in Chapter 4.

These duties place a significant budgetary impost on NTPF. Available data shows a total of 6,819 overtime hours attributed to prisoner escort in 2022-23, with individual occurrences ranging from 1 to 19 hours of overtime worked.¹ A total of \$529,221 was spent on prisoner escort overtime in 2022-23. Accurate data of rostered duty hours, (that is escort duties undertaken in the course of a rostered shift), is not available to clarify the full extent of the impact prisoner escort duties have on police resources.

Consultations were conducted in the course of this Review with police across the NT regarding their concerns surrounding the care and custody of prisoners. The main issues identified were:

- police transporting either remanded prisoners, or prisoners refused police bail, from remote communities to major/regional centre watch houses
- police transporting prisoners to correctional facilities and performing court guard duties in Katherine, Tennant Creek and Alice Springs.

The recurring message from remote police officers and supervisors in Katherine, Tennant Creek and Alice Springs was that utilising police to transport prisoners from remote locations to major centre watch houses was unavoidable as holding prisoners onsite was simply too

¹ NTPF internal report on overtime details.

resource intensive. Understandably, the care of prisoners in custody requires strict adherence to policy and procedures in order to ensure the safety of those persons. For example, all prisoners taken into police custody must be subject to physical observation every 15 minutes for the first half hour and then a minimum of every half hour after that, with prisoners deemed to be 'at risk' required to stay on a minimum 15-minute check regimen.² This responsibility not only restricts police from responding to other incidents that may occur in the community but also prevents them from ceasing duty, often after already working in excess of their rostered hours.

Regardless, the conveyance of prisoners in these circumstances also contributes significantly to member fatigue, in many cases due to the long distances required driving on unsealed roads, putting both prisoners and drivers at risk. Officer concerns were expressed as follows:

When we have an arrest, by the time we attend the clinic for a 'fit for custody', contact CNS (custody notification service) and do the file, we then have to transport the prisoner to the nearest watch house. If we cannot arrange a halfway meet, the round trip could take up to 6 hours often in the middle of the night and after a 12-plus hour shift.

Unless we want to stay up all night to watch the prisoner in the cell, we have to transport them to Katherine. If we don't transport we are unavailable to attend any other jobs that might come in.

Qualitative data gathered in the course of the Review revealed that police members are utilised on an almost daily basis to transport remanded prisoners from regional watch houses to either Darwin or Alice Springs correctional facilities. It was explained that these conveyances occur primarily as a result of NT Corrections not being available to collect and transport prisoners to the major prisons, coupled with police watch houses not being suitable facilities to house prisoners longer than absolutely necessary. During consultations, police supervisors estimated that 1 response unit with 2 members is required at least 3 times a week, with the potential of 2 units being required if a youth needs to be separated from adults or because of the need to separate male and female prisoners. Their concerns were expressed as follows:

It is a huge burden on resources to continually use members to transport remanded prisoners from the watch house to Holtze. This happens nearly every day and some days, more than one unit is required.

Conveyances of remanded prisoners to Holtze should not be a police responsibility. These members should be used for other core policing duties.

It was also revealed that police maintain custody management of prisoners in the Katherine, Tennant Creek and Alice Springs local courts, with Katherine and Tennant Creek requiring 2 police members and Alice Springs up to 7 members per day. Police Frontline Auxiliaries (FLA) usually fill these positions. More recently, due to low numbers of FLAs and the priority to maintain POSIs at liquor outlets, the court guard role has been filled by Constables. Supervisors commented as follows:

In Katherine, Tennant Creek and Alice Springs, police are running the court cells. This responsibility should be put back to NT Corrections or contracted out to a private company.

Today in Alice Springs we have 7 members conducting court guard duties in the Local Court. One is a senior Constable to supervise, and when Auxiliaries aren't available we have to fill them with Constables.

² NTPF Instruction – Custody and Transport.

The O'Sullivan Review in 2012 identified the impact that prisoner escort and court security duties placed on resourcing at that time. The 2012 review strongly suggested that NT Correctional Services was the most appropriate organisation to perform these duties in urban and regional centres as they had acquired well-equipped vehicles for road-based transfers.³ It was reiterated throughout the 2012 review that sufficient funding and support should be provided by the NTPF during and after the transition. However, there is no evidence available to the Review to indicate that this suggestion was further explored or that it was implemented.

Western Australia (WA), South Australia (SA) and Victoria have outsourced their prisoner conveyance responsibilities to private service providers under the management of their respective correctional services. Supreme Court guard duties have been outsourced to a private security company in Darwin, while Local Court guard duties are managed by corrections and it is highly recommended that this is explored for the other regional centres by NT Corrections.

WA police privatised its court security and prisoner transport in 2000, with an aim to free up more than 140 police officers for frontline duties.⁴ Following the death of a prisoner in 2009 in the rear of an escort van run by a private company, a number of changes were implemented in the use of private providers in WA. WA has a contractual arrangement with a private company that carries out two thirds of its regional prisoner transport, including court appearances. Most other unscheduled transports and external activities are facilitated by the Department of Justice with its Special Operations Group undertaking high-risk and high-security prisoner transports.

A government inspection of the transport of regional and remote prisoners in WA in 2023 found that prisoner transport undertaken by the private entity was more effectively managed than those undertaken by the Department of Justice.⁵ The private operator was found to have appropriately trained staff, a well-managed fleet and was acting in compliance with policies related to prisoner's welfare and dignity. A risk management process applied by the Department of Justice in cases of cancellation or reschedule by the company, death in custody or escape from custody and regarding incidents of self-harm has helped maintain an appropriate focus for all parties on service delivery and compliance.

This Review supports the observations made in 2012, that these duties should be undertaken or managed by NT Corrections, and, a rigorous assessment of the viability of outsourcing prisoner transfer and court guard duties to private providers should be jointly undertaken by NTPF and NT Corrections. A positive resolution for police to this issue would be most particularly impactful for remote and regional police and would enable focus on core policing duties, while also having a measurable impact on fatigue and resource management.

³ A Review of the Northern Territory Police Resource Allocation, Efficiency and Operational Capabilities by the Consultancy Bureau Pty LTD (2012).

⁴ Foss, Media Release, government of Western Australia (2000).

⁵ The transport of regional and remote prisoners, Eamon Ryan, Office of the Inspector of Custodial Services, government of Western Australia (2023).

Recommendation 11: Point of sale intervention duties

Recommendation 11

It is recommended that point of sale intervention (POSI) services provided by NTPF be discontinued in their current form, and responsibility for ensuring compliance with liquor legislation and the provision of security services in bottle shops be undertaken by individual licensees/nominees and incorporated into relevant licence conditions.

The 'flexible' POSI service introduced on 6 March 2024 should continue where possible until 30 June 2025 and all Police Auxiliary Liquor Inspector positions be transitioned to Constables or Frontline Auxiliaries as appropriate by that date.

The Alcohol Policies and Legislation Review 2017 (Riley Review) succinctly outlines the evolution of the POSI policy as follows:

- *In 2012, NTPF introduced an ad hoc alcohol supply strategy at licensed premises in Alice Springs which became known as Temporary Beat Locations (TBL). In 2014 this strategy was supplemented with the implementation of 'Operation Leyland' in Alice Springs which focused on a permanent police presence at all bottle shops, with full coverage during takeaway opening hours.*
- *These became known as POSIs, and following the completion of the 6-week Operation Leyland, the strategy was extended to a number of other regional centres including Tennant Creek and Katherine.*
- *The underlying premise of the POSI involves the police officer forming a suspicion that the customer has no fixed abode in which to consume the alcohol purchased, or is under an order that restricts the person's access to liquor, leading the officer to believe that consumption of the liquor will occur in a restricted area.*
- *This approach is designed to reduce the illegal consumption of alcohol in the NT's public areas including parks, beaches and the long grass.*

The Riley Review observed further:

- *The review heard there has been significant support for POSIs.*
- *In addition to the community support, police data strongly suggested there was a significant reduction in violent crime and demand for police services after the introduction of POSIs.*
- *The re-introduction of the banned drinker register (BDR) is a significant point of sale intervention expected to have a positive impact on reducing alcohol harms, and we are of the view that POSIs will complement the BDR. It is unlikely that the BDR alone will effectively replace the POSIs.*
- *Although POSIs have been extremely effective in reducing alcohol-related harms, we do acknowledge the significant police resources required to continue the strategy. To that end, we believe that POSIs should continue in the regional centres.*
- *The question then arises, how this successful strategy is to continue given its drain on police resources.⁶*

⁶ Alcohol policies and legislation review final report 2017.

The Riley Review included 5 recommendations in relation to POSIs:

- 3.6.1 POSIs continue in regional centres after the commencement of the BDR until (and unless) it can be demonstrated that they are no longer required.
- 3.6.2 The Liquor Act 2019 be amended to empower uniformed Licensing Inspectors to undertake the POSI role.
- 3.6.3 Appropriate training be provided to Licensing Inspectors to enable them to undertake the POSI role.
- 3.6.4 Police continue to undertake the POSI role until Licensing Inspectors are employed and trained.
- 3.6.5 The POSIs regime be monitored and then evaluated to measure its continuing effectiveness and efficiency.

From the perspective of this Review it appears there has been little progress in relation to Riley Report Recommendation 3.6.4. The Review has found limited evidence that objectively evaluates the effectiveness and efficiency of the POSIs and the resources required, that is Police Auxiliary Licensing Inspectors (PALIs), to maintain this strategy in its current form.

As highlighted above, the Riley Review observed “...police data strongly suggested there was a significant reduction in violent crime and demand for police services after the introduction of POSIs”.

This observation is at odds with the experience of this Review in relation to clear, accurate and measurable quantitative data demonstrating the effectiveness of this type of police activity. NT government data suggests that while there had been a decline in alcohol-related assaults in the year of and the year following, the introduction of PALIs, the trend has risen since 2020 and was at an all-time high in Alice Springs in 2022.⁷

NTPF was funded for 75 PALIs⁸ to provide police-led POSI at takeaway liquor outlets in Katherine, Tennant Creek and Alice Springs. The rationale for this funding was to provide appropriately trained sworn personnel for these duties and to ensure fully trained Constables were available for first response and other duties.

NTPF has struggled to recruit to these positions for a multitude of reasons, including salary and conditions, location and the duties undertaken. During the course of this Review, there were 41 PALI vacancies and these duties were regularly being conducted by Constables or above, usually while on overtime.

A further issue identified is the inflexibility in the use of staff trained as PALIs. The bottle shop hours have been consistently reduced in all 3 towns so, in an ordinary 8-hour shift, a trained PALI may only be required for a minimum of 3 hours, after which they are of limited operational use due to their training focusing on PALI duties. In order to address this, NTPF has in some circumstances refocused PALIs to operate as FLAs to undertake a broader, albeit limited, range of duties such as prisoner escorts.

It remains the case, consistent with the Riley Review, that support for police-led POSIs remains strong due to a lack of apparent alternatives and the anecdotal view that this type of activity is effective in reducing alcohol-related harm. Feedback from consultations indicated on the whole that, while popular, it was accepted this was not an appropriate job for police officers.

⁷ Alcohol-related assaults, Alcohol Policy in the Northern Territory, Northern Territory government.

⁸ Tackling alcohol-fuelled crime: Police Auxiliary Liquor Inspectors sworn in, Northern Territory Media Release, Office of the Chief Minister 2018.

On 27 February 2024, the Minister for Police, the Hon Brent Potter MLA, announced that the government was examining ways to fast-track training for 32 PALs to provide them with an accelerated pathway to become Constables. The Minister's media release stated: *"This will result in better use of our resources to serve the community in all high risk areas, not just at liquor outlets. This accelerated pathway would provide PALs with greater career opportunities and development options, which in turn will improve retention rates and increase interest in recruitment for PAL positions through broadened responsibilities and powers".*⁹ The Review understands the NTPF will continue to provide a POSI service on a flexible basis with resourcing decisions made by local police management in Katherine, Tennant Creek, and Alice Springs. For example, initially in Alice Springs static POSIs will remain in the CBD, with a more flexible mobile approach to other licensed premises. This revised approach commenced on 6 March 2024 and therefore any assessment of the impact and or efficiency of these changes cannot be determined by this Review.

The service provided at a POSI by sworn officers can be categorised in 3 parts:

- obtaining customer information to prevent liquor-related offences being committed within the licenced premises or other locations
- providing security at liquor outlets
- responding to antisocial behaviour in the immediate vicinity of an outlet.

It is arguable that the first 2 matters could and should be the responsibility of the licensee. The cost of providing a secure and lawful takeaway premises should be borne by the individual or company profiting from that business.

This is no different from the requirement to have a private security presence at many walk in/late night licensed premises as a condition of operating a licence. In this instance, private security officers play a role in ensuring patron safety and compliance with any licence conditions by patrons.

Police would be able to respond to calls for assistance on a needs basis as occurs with other licenced premises, and other targeted enforcement activities could be managed jointly through NTPF and other responsible authorities.

Consultation with key stakeholders indicated to the Review that there may be a relatively simple low-cost technology solution that would assist licensees to obtain information to ensure a customer's compliance with relevant liquor legislation. This would remove the need for a uniformed officer to be present at all times during a premises' operating hours, while achieving the intent and objective of a point of sale intervention.

In light of the announcement of 27 February 2024 and the flexible approach adopted by NTPF in relation to police provided POSI, the Review considers other adjustments to policy and technology, together with appropriate consultation, training and regulatory review from an industry perspective, should be able to be implemented by 30 June 2025, allowing police, in conjunction with licensing inspectors, to conduct targeted resource-efficient enforcement activities.

⁹ Minister for Police media release 27 February 2024

Recommendation 12: Private security contractors

Recommendation 12

It is recommended that the utilisation of private security services to provide social order capability be discontinued by 30 June 2025 and funding should be transitioned to the newly created Territory Safety Division to ensure NTPF as a publicly accountable agency can provide appropriate coordinated responses to social order issues.

The Review has identified that included in the NTPF's 5 core functions enshrined in legislation, is the requirement to:

- uphold the law and maintain social order
- protect life and property.

It is arguable that due to competing priorities, in particular the prioritisation of responding to reports of domestic and family violence, the NTPF has been unable to adequately respond to antisocial behaviour and it is impacting on the amenity of many public spaces. There is a clear perception that itinerant and temporarily homeless people, often from remote and regional communities, are and were not being subject to appropriate enforcement or provision of appropriate support services.

There are a number of areas, including the Darwin CBD, Malak Shops, Casuarina Square and Palmerston CBD, considered 'hotspots' (based on police data or public perception) with varying levels of antisocial behaviour observable at different times. This behaviour is often associated with the misuse of alcohol.

It is not the function of NTPF to provide support services to reduce the level of homelessness within the community, although it does have a role in making referrals to other NT government agencies and community-based organisations with direct responsibility for providing that kind of support.

In circumstances where antisocial behaviour constitutes a breach of the law or disturbance in social order, NTPF clearly has an enforcement and prevention role.

In 2018-19, with the aim to reduce antisocial behaviour and maintain social order in Darwin and Palmerston, the government invested \$3 million by appointing private security companies to patrol designated hotspot areas in the region. In 2020-21, the Antisocial Behaviour Central Coordination Unit was established in CMC to provide whole of government leadership and coordination to this antisocial behaviour response measure.

All responsibility for coordinating the response to antisocial behaviour across the NT was transferred to NTPF on 1 July 2023. The contracts and or grant arrangements relating to these private security arrangements are managed by NTPF through the Territory Community Safety Coordination Centre led by an Assistant Commissioner.

The government's 2023-24 Budget allocated \$7.7 million *"...to coordinate and deliver services around Darwin and Palmerston, including private security patrols, additional transit safety officers and security personnel on selected bus routes."*¹⁰ A combined budget of \$14.2 million has been allocated by the Commonwealth and NT governments to increase police, PALIs and private security in 2023-24 in Alice Springs. At present, the NT government is investing more than \$3 million for the sole purpose of funding private security companies to maintain social order in the NT.

Security services in Darwin and Alice Springs are contracted directly by the government to patrol identified areas within those locations. As mentioned, these contractual arrangements are now being managed by NTPF. A further service is funded by NT government grants allocated to non-public entities for private security patrols in areas around Karama, Malak and Palmerston, and the Bundilla area in Darwin, respectively. It is understood these grant arrangements are currently under review to convert to direct contracts with NTPF. The fund has also been made available to an Aboriginal Community Controlled Organisation to provide youth services and a night patrol in Alice Springs, which is an appropriate allocation of funds for non-police purposes, on face value.

Private security companies have been utilised all over the world by governments as well as private entities to ensure safety of public and property. In Australia, council-funded private security for public policing was first utilised in New South Wales in the 1980s to provide security patrols of designated streets and shopping centres in some council areas. In some suburbs, security officers were dressed similar to New South Wales Police Force, drove similar vehicles and were armed with pistols.¹¹ The arrangement was discontinued following incidents linked to armed security officers throughout Australia, some of which resulted in injuries to members of the public.

The history of using private security in a public and quasi-public context has been fraught from the beginning despite the private security industry growing exponentially. Australia has traditionally viewed private security as an unreliable replacement for professional policing services, lacking in the necessary competencies and skills, and perhaps even treated with a measure of distrust.¹²

Research indicates that citizens, particularly young people, considered police were more appropriately trained and professional and their actions were more legitimate and respectful than private security. This built a greater level of trust in police. The research also identified that homeless people held more negative views of private security than of police as the poor and marginalised were being more frequently harassed by security officers.¹³

Although other jurisdictions within and outside Australia work together with private security, the NT currently appears to be the only jurisdiction with government-funded private security operating in urban and regional environments in a quasi-policing context. It does not appear the costs and benefits of this approach have been objectively assessed or measured.

¹⁰ A Safer Territory – Factsheet, NT Budget 2023.

¹¹ Policing and private security, Australian Institute of Criminology – Canberra 1983.

¹² The Use of Private Security Services for Policing, Ruth Montgomery and Curt Taylor Griffiths (2015).

¹³ Trust in public and private policing: Young people's encounters with the police and private security guards University of Helsinki Institute of Criminology and Legal Policy - Elsa Saarikkomäki (2017).

The security officers patrolling Darwin and the suburbs have become subject to national scrutiny following media coverage in 2023 alleging violent treatment of Aboriginal people in and around the Greater Darwin area. The Review has found that it is likely that private security are undertaking roles traditionally performed by police and there is a concern that security guards lack both the legislative authority and appropriate experience to be fulfilling government's antisocial behaviour objectives appropriately and effectively.

In the course of this Review, consultations were undertaken with the private security industry, which works under a service agreement managed by a civilian contract manager in NTPF.

Private security operators stated they are not generally tasked by the police but they do attend daily Tasking and Coordination Group (TCG) meetings managed and led by police. This arguably creates the perception, if not the reality, that these are resources being managed on behalf of the police to carry out functions assessed as public order priorities. These companies are expected to use the software survey123 to report all events to the police while also using their company's software to record events. It is the Review's understanding that data entry into survey123 is not sufficiently timely or accurate.

While the security officer code of practice allows them to remove (move on) persons because of their antisocial behaviour, it also restricts security officers from exercising powers around the use of force granted to police.¹⁴ The training required to obtain a security officer licence consists of a Certificate II or III in Security Operations in the NT, which has a duration of 5-10 days and consists of units such as effective communication skills to maintain security and application of security procedures to manage intoxicated persons.

Private security officers can often be seen in the Greater Darwin area patrolling and or dealing with drunk or aggravated people. There is a clear concern that private security officers, while attempting to realise their mandate, may act unlawfully in the course of their operations. For example, moving people on from public spaces without lawful authority or destroying alcohol being consumed in a public place. Police are legally empowered to undertake such actions in prescribed circumstances, private citizens are not. Overreach of this nature, should it occur, places security officers and arguably their employers (whether direct or contractual) in a potentially undesirable legal position.

Understandably as operators of a private business, both companies consulted believed there was great merit in supplementing police services with private security operations. However, the lead reviewer believes such activity is the fundamental responsibility of government and a properly resourced accountable police force.

In December 2023 the NT government, in conjunction with the Commissioner of Police, announced the establishment of the TSD. It is envisaged a total of 52 sworn officers and 5 administrative staff will be allocated to this division over the next 18 months, with an estimated budget of \$14 million. The Review understands that these positions are to be funded on an ongoing basis irrespective of further recommendations contained in this report.

It is understood the primary purpose of the Territory Safety Division was identified as ensuring sufficient resources for NTPF with a focus on prevention of alcohol harm and antisocial behaviour, along with attending to priority calls for police assistance. The division also aims to ensure public safety during a critical incident response, public order or crowd management for large gatherings or events.

¹⁴ Code of practice for security officers and code of practice for crowd controllers – Department of Industry, Tourism and Trade – Occupational Licensing and Associations (2023).

This allocation of resources should enable NTPF to undertake its role in responding to antisocial behaviour. This significant investment in NTPF should preclude the need for utilisation of private security beyond the short term. The long-term utilisation of private security potentially exposes the public to over-policing by private contractors and undermines a legitimate public expectation of accountable policing, which does not exist in this framework.

If organisations or private business require a private security presence, this should not be at public expense and not managed by NTPF. It is arguable under the current arrangements that NTPF and the NT government are vicariously exposed if a private security contractor engages in any inappropriate or unlawful behaviour that causes injury or infringes the rights of a community member.

In the event this recommendation is not endorsed by government, responsibility for grant and contract management of these services should be returned to CMC or a more relevant area of government to ensure NTPF is not vicariously exposed for the conduct of policing operations undertaken by private security providers.



Chapter 4.

Employee welfare and retention – supporting our police

- Introduction
- Recommendation 13 Industrial Relations Working Group
- Recommendation 14 Commissioner's powers of appointment
- Recommendation 15 Aboriginal Liaison Officer Program
- Recommendation 16 Aboriginal Community Police Officer Program
- Recommendation 17 Performance management in NTPF
- Recommendation 18 Wellbeing of staff

Chapter 4: Employee welfare and retention – supporting our police

Introduction

Chapter 4 addresses the main issues identified by the Review that are instrumental in supporting our police at a personal wellbeing level. Recommendation 13, which proposes establishing a multi stakeholder Industrial Relations Working Group, is designed to progress and implement positive change regarding important issues in managing personal leave provisions, police housing entitlements and remote service. There are inherent challenges for NTPF and its people across these areas, and change will not be realised outside a process that facilitates a robust but collaborative process involving all stakeholders, most particularly the Northern Territory Police Association (NTPA).

Retention and recruitment issues are being experienced by policing agencies across Australia, and NTPF has been notably affected. As a result of high attrition rates, major gaps have emerged in the operational workforce, particularly at the supervisory level. It is recommended that amendments are considered and made to the *Police Administration Act 1978* (PAA) and the *Police Administration Regulations 1994* to provide the Commissioner with additional flexibility in recruitment to strengthen capacity and capability of NTPF.

Recommendations 15 and 16 discuss the valuable Aboriginal and Torres Strait Islander workforce within NTPF, with recommendations to capitalise on and expand the current ALO scheme and create consistency in roles and development for ACPOs within NTPF, while also prioritising a simple and consistent transition to Constable rank for ACPOs who wish to undertake that career pathway.

Recommendation 17 focuses on the outdated approach to disciplinary procedures within NTPF and associated costs and harms, and endorses the Commissioners stated intent to reform the disciplinary system. Any such reforms must be framed by clear principles and intent, and will be required to be underpinned by legislative amendments. This is a demonstrated and urgent priority for NTPF and government, and will benefit police members, the agency and community.

The wellbeing of staff is the focus of Recommendation 18 and this chapter as a whole. A dedicated focus on staff wellbeing, workplace culture, safety and support is required to ensure continuation of the progress that has been made in these areas in recent times. NTPF must be transparent with staff around the progress made in these areas via robust feedback mechanisms, evaluation and reporting frameworks, and through ensuring compliance with its legislative responsibilities in the areas of workplace health and safety.

Recommendation 13: Industrial Relations Working Group

Recommendation 13

It is recommended that a working group comprising an independent Chair, Police Review Implementation Team nominee, and representatives of NTPF, the NT Police Association, and the Office of the Commissioner for Public Employment be established to review and implement any agreed changes through appropriate policy or industrial mechanisms to resolve identified challenges in the following areas:

- current personal leave usage and management
- current housing entitlements in the greater Darwin area
- remote area incentives, tenure options and alternative staffing models.

The majority of recommendations in this Review will only be implemented in a meaningful way if managed within an established consultative framework that facilitates the participation of relevant stakeholders, in particular the NTPA.

Three areas identified within this report that require further exploration by the implementation team are:

- current personal leave usage and management
- current housing entitlements in the Greater Darwin area
- remote area incentives, tenure options and alternative staffing models.

There were a variety of opinions expressed during consultations with police members, police managers and line supervisors, police HR professionals and the NTPA in relation to the multitude of issues that were canvassed in these areas.

The implementation team will need to be cognisant of the management of change and consultative provisions of the Police Arbitral Tribunal Determination (PATD) 1/2011 and NT Police Consent Agreement 2022 (CA) when progressing accepted Review recommendations. This will be critical if considering any changes to entitlements or working conditions of members.

Ordinarily these matters, and any proposed changes by relevant parties, would be progressed during general wage and conditions negotiations. It is the experience of the lead reviewer that, due to the sensitive nature of these industrial entitlements, any attempt at significant reform or improvement in that process will inevitably fail.

There is capacity within the current NTPF industrial framework to make agreed alterations to current conditions and entitlements during the life of the PATD and the current CA.

Negotiations in the areas identified above would be greatly assisted by appointing an independent chair to ensure:

- the views of all parties are accurately and objectively recorded
- areas of agreement and divergence are clearly identified and recorded
- where possible, independent objective evidence is obtained to assist discussions

- meaningful negotiations are facilitated in a collegiate environment with the aim of determining an agreed position to be progressed, in accordance with current industrial instruments.

Personal leave usage and management

Some of the most emotive discussions during the course of consultations related to the personal leave provisions in NTPF for sworn officers. Irrespective of the individual or organisational narrative provided, there was a genuine and legitimate concern expressed by all parties in relation to the human cost of current personal leave rates and the flow-on fiscal cost, identified and unidentified.

Personal leave management and entitlements for sworn members are currently regulated by clause 45 of the CA. These provisions are often characterised as ‘unlimited sick leave’. The Lead reviewer considers this to be a simplistic description of a complex provision that has developed over time in relation to a legitimately identified need.

NTPF officers are entitled to ‘unlimited’ personal leave with the provision of a certificate from a medical practitioner, an entitlement unique to the NT jurisdiction. There are additional notification requirements for those members who access personal leave in excess of 120 hours (15 days) per year.

The NTPA submission to the Review identified the main drivers for introducing this provision as:

- recognising the rigours of policing as an occupation/profession
- an effective way to discourage members from utilising the full entitlement of 15 days sick leave per year, irrespective of illness or injury
- removing the administrative burden and associated monetary cost of the previous NTPF ‘sick leave bank’ which had proved to be ineffective in protecting police officers with long-term illness or injury.

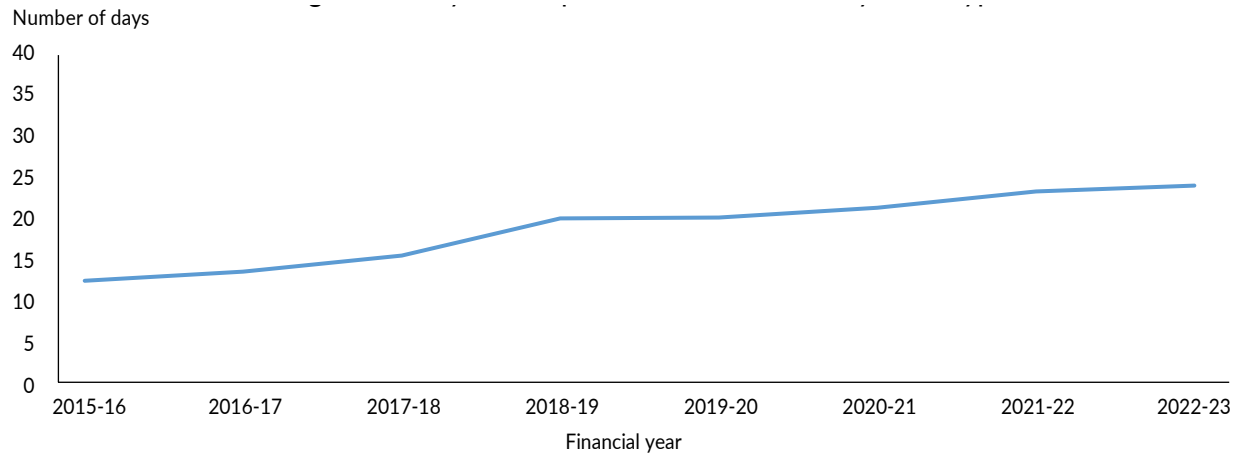
The Review has identified the high rate of using personal leave as a major issue, most particularly in the areas of general duties/frontline response. The issue has 2 significant aspects:

1. the disruptive effect at a local level on day-to-day operations caused by unplanned and unforeseen high levels of short-term personal leave
2. the ongoing effects at the organisational level to the operational efficiency of the NTPF associated with the absent officers on long-term personal leave.

High rates of unplanned absenteeism contribute to fewer police available to meet service demands and a less safe workplace for officers at work due to less available support for members attending incidents that evolve into high risk scenarios. It also creates a vicious circle as available members are working increased overtime and being called back to duty on rostered days off, adding to levels of staff fatigue and therefore presenting a higher workplace health and safety risk.

NTPF managers report the use of unplanned personal leave on short-term absences is high. The average use of personal leave has effectively doubled between 2015-16 and 2022-23, as demonstrated in Figure 4.1

Figure 4.1: Average personal leave taken per sworn officer FTE by year¹



Both NTPF frontline officers and managers reported their belief that, at times, members are utilising personal leave provisions to self-manage fatigue when they cannot access recreation leave entitlements due to staffing pressures and recreation leave tolerance quotas.²

NTPA identified causal factors as:

- poor morale and or work environment
- inadequate management of employees taking personal leave
- a lack of welfare support and understanding of the pressures being placed on frontline response capabilities, and that support should be extended in each of the larger centres and into remote areas
- excessive overtime requirements due to underlying staff shortages
- poor planning for major operations and a lack of understanding of relevant rostering provisions.

Understandably, NTPA is unable to provide data to support these assertions, however they are reflective of NTPA survey feedback and workplace visits. Similar views were expressed to the Review team by frontline officers.

Some managers also expressed concerns the personal leave provisions were being used as an alternative to workers compensation when a member was suffering from a work-related injury or illness. The NTPA submission seems to support the view that members with compensable workplace injuries or illness are utilising these provisions in this way.

It is relevant to this discussion to note the current personal leave provisions were not designed to cover members suffering workplace injuries, physical or mental. Hence, they were not intended to be an alternative to any workers compensation scheme that is in place.

¹ NTPF data (refer Appendix 5 - 23).

² Recreation leave tolerance for frontline units is 20% of a station's personnel, that is, no more than 20% of staff can take leave at the same time.

Concerns were expressed that a minority of members were utilising these provisions to avoid managerial action in accordance with Part IV of the PAA. There was also a view that the mismanagement of those disciplinary provisions was actually a driver for personal illness and injury. The perceived or actual connection between action under Part IV of the PAA and the use of personal leave may be largely resolved if Recommendation 17 is accepted and progressed by government.

Examination of a selection of rosters through quarter 4 of 2023 indicates moderately high use of personal leave, with some stations seemingly more affected than others. Note, in the 2022-23 financial year, NTPF paid members close to \$3 million in overtime to fill absences created by unplanned use of personal leave.³

At 31 December 2023, NTPF reports there were 116 sworn officers absent due to long-term personal leave or receiving workers compensation. There were a further 100 on return-to-work arrangements and unavailable for frontline duties. This totals 216 sworn officers unavailable for full duty.⁴ This represents about 13.3% of the sworn workforce. NTPF advises these numbers are reasonably typical for a month, with some minor fluctuations.

A focus on providing staff with the assistance required to return to full health and back to their normal place of work needs to be a priority for NTPF. It is clear that unnecessarily protracted absences are not beneficial for affected individuals or NTPF as a whole.

A majority of staff consulted supported retaining the current personal leave provisions, with the view that any major changes to the entitlement would have an undesired effect both on employee wellbeing and on the ability of NTPF to retain members in favour of other police services. A majority of respondents also agreed there needed to be a more consistent approach to managing members on long-term leave and addressing the problems and disruptions caused by high use of short-term personal leave.

There is also further examination required by police management and NTPA into the perception that personal leave provisions are being utilised as an alternative to the workers compensation scheme currently in place due to the perceived disadvantages of this scheme, in particular the cessation of superannuation payments.

At this stage the Review has been unable to determine if there is a clear solution to this perceived inequity between use of personal leave and workers compensation, however, there is scope to consider legislative reform and or an industrial mechanism to resolve outstanding issues.

It is also feasible some minor amendments to Part V of the PAA may allow the parties greater scope to manage people who have used or are utilising extended periods of personal leave that impact on the capacity of the Commissioner to ensure the general control and management of NTPF. (This aspect could be further considered jointly with issues identified under the terms of Recommendation 17.)

The Review has also sourced information on how other jurisdictions are attempting to manage long-term illness and absence of sworn officers. The Australian Federal Police (AFP) is currently utilising a voluntary return-to-work program designed to provide employees suffering from long-term injuries with the support required to successfully transition into alternative non-police employment streams. The program is designed to identify goals and opportunities for employees based on their individual needs and circumstances. It has

³ NTPF data - refer Appendix 5 - 22.

⁴ NTPF data. Note that, in this context long-term personal leave means leave taken continuously for 10 days or more.

been reported that the program has been utilised successfully by a number of participating employees. This type of scheme would require careful scrutiny and further development, and could be utilised in conjunction with a new redundancy/disability process similar to that recently trialled by NSW Police.

The Review has attempted to summarise the wide range of views on this issue succinctly, however, further investigation and discussion is required. This would be best facilitated utilising the framework suggested by this recommendation.

Current housing entitlements in the Greater Darwin area

Police housing entitlements are provided in accordance with Part 6 of the Police Arbitration Tribunal Determination (PATD) 1/2011. Under this part, NT police officers holding the rank of ACPO and Constable or above are provided housing or a housing allowance in all locations across the NT.

The housing allowance is considered as part of salary for superannuation calculations.

This report will not explore the historical context of the entitlement, however, it was negotiated in its current form in response to recommendations 63 and 64 of the O'Sullivan Review 2003, which stated:

63. It is recommended that the Northern Territory Police housing provision be urgently revised so that suitable arrangements are negotiated with the Defence Housing Authority or other viable options explored to provide members in urban centres, with an appropriate standard of housing if they seek this alternative.

64. To provide members with a housing allowance that covers a significantly higher component of the full cost of renting or owning a home in these centres at a median standard, but adjusted in the case of Commissioned Officers and above. Such allowance to be paid where the members elect to rent or to purchase a residence.

In response to these 2 recommendations, a specific housing allowance was negotiated which was absorbed in to the PATD.

Interpretation of the provisions within the original housing consent agreements and the current determination have been subject to disputes over time, which have been determined by the Police Arbitral Tribunal.

The overall effect of the agreed provisions was threefold:

- an improved standard of housing provided in Darwin with a shift away from NT government housing to the private rental market
- an immediate increase in the housing allowance (currently \$30,314 per annum with next adjustment due 1 July 2024)
- an agreed standard, namely the government employee housing (GEH) standard, particularly relevant for remote locations.

While this part of the report is focused on the entitlement as it relates to the greater Darwin area, it should be noted the provisions relating to standards required in remote locations have become problematic due to the capacity of the NTPF to meet the standards required. This has become a source of dispute and, arguably, disharmony between police management and NTPA. These issues could be explored and potentially resolved in conjunction with discussions around the housing allowance.

From late 2012, consideration of ongoing access to NTPF provided housing in the Greater Darwin area was undertaken by the parties to the agreement (including during the tenure of the lead reviewer as President of NTPA at the time).

The rationale for these considerations was to:

- protect housing conditions for police long term
- ensure police housing entitlements did not exceed community expectations
- consider if the provision acted as a disincentive to remote service
- assist government in managing the cost of housing for police in the Greater Darwin area (noting government lacked direct control of the cost of private rentals).

Ongoing discussions relating to this entitlement between NTPF and NTPA continued until 2015, at which stage the project was abandoned due to competing government priorities at the time.

The entitlement has also been considered in subsequent fiscal reviews by both DTF and other parties, however, in these instances consideration focused on cost savings, and any proposals would not have been supported by NTPA at that time.

During the course of consultations, access to NTPF provided housing in the Greater Darwin area was identified as a disincentive for members to leave the area for regional or remote service. In some cases, similar observations were made in relation to housing sourced from the private rental market in Alice Springs. This observation is supported by the inverse feedback that the standard and age of many remote police houses is an equal disincentive.

On average, a total of 629 sworn staff accessed the housing allowance in Darwin at a cost of \$17.8 million in 2022-23⁵.

On average, NTPF provided housing in Darwin to 183 sworn staff at a total cost of \$5.2 million over the same period.

This is an appropriate time to reinvigorate a process stalled in 2015 that was supported by both NTPF and NTPA. As with personal leave provisions, this would be best facilitated utilising the framework suggested by this recommendation.

Remote area incentives, tenure options and alternative staffing models

Remote area policing is a critical element of the service provided by NTPF and has been the subject of comments and observations in various reviews dating back to the 1974 McKenna Review.

Consultation data indicates the barriers to remote service includes:

- no respite when working in remote locations
- lack of fatigue management/policies/implementation
- limited access to wellbeing services
- lack of administrative support
- housing standards

⁵ NTPF supplied data.

- inadequate facilities and support for families
- lack of support from management
- lack of communication from management
- lack of control of local station budgets.

Some of the drivers for these barriers are identified elsewhere in this report and are the subject of other recommendations, for example, housing works (Recommendation 3), administrative support (Recommendation 8), prisoner transport (Recommendation 10), and fatigue management (Recommendation 18).

It was also identified at all consultations that access to a low orbit satellite system (similar to Starlink that is available to WA police in regional and remote locations) was critical. Access to such a system will enable officers working outside regular cellular coverage to access critical information and interact with policing systems regardless of their location. This type of technology will be invaluable in ensuring:

- the efficient operation of remote stations (that is, not reliant on member-provided technology)
- an ability to comply with the requirements of SerPro
- member safety in remote areas.

Further, a current trial of the APX radio system was identified as an operational safety tool to ensure remote police in almost all locations could be monitored by, and maintain contact with the JESCC. The use of APX radios in addition to low orbit satellite system services will complement and enhance the usefulness of both technologies.

There is a wide range of incentives provided to police officers based in remote areas under the CA. There were divergent views on the effectiveness of these remote incentives and whether increased monetary incentives would encourage more members to undertake remote service.

Due to the structure of police industrial arrangements any significant changes to remote area incentives will need to be progressed during the next enterprise bargaining round. However, as an interim measure it is suggested the Commissioner, in consultation with NTPA, specifically considers the application of clause 56 of the CA to better target remote locality allowances. For example, it is difficult to reconcile that police officers stationed at Tennant Creek are at greater disadvantage in terms of location and amenity than communities such as Kintore or Galiwinku, when Tennant Creek staff receive higher allowances.

Clause 56 (g) of the CA provides a consolidated remote incentive allowance at different levels for remote and some regional stations. This provision includes the concept of a member being 'reasonably available'. The concept of being reasonably available was intended to acknowledge that remote police would be available outside rostered hours. It was not designed as an on-call payment to guarantee the employer availability of staff on a 24/7 basis. It is apparent from consultations that the concept of this provision is being misinterpreted by managers and requires closer examination and definition.

While there is an acknowledgment by members serving in remote localities that they do have an obligation to be reasonably available, this does not mean 'at all times'. This is an issue that can be readily addressed by discussion between the parties to the CA and providing clear guidance to managers and supervisors. Relevant considerations should also be incorporated into a fatigue management policy as discussed later in this chapter in Recommendation 18.

The length of tenure at remote stations was identified as a potential disincentive to remote service. There were divergent views on this issue, however, there was some support among rank and file police for a tenure of one year or shorter periods as well as mobile fly-in fly-out (FIFO) arrangements as have existed in the past.

There are some jurisdictions, notably South Australia, with relatively advanced FIFO models that may be worth further examination, however, it should be noted many remote community residents considered that shorter tenure and FIFO arrangements would be detrimental to the ability of police to understand and work with local communities.

The previous Commissioner (Chalker) implemented a remote service policy for new recruits, which required all recruits to serve outside Darwin on completing their recruitment training. There was a further requirement for these recruits to serve at a remote locality for a minimum of 2 years during their first 6-years of service. There are both benefits and costs to this policy position.

The Review has been unable to identify a policy document that formally established this approach. It appears this policy was implemented through the appointment process of new recruits from about 2021, with all employment offers including an employment contract that set out this regional and remote service requirement. It was evident from consultations that, while there were some concerns about the arbitrary nature of this approach, it was having a positive effect, as members were applying for remote postings and vacancies were declining. In 2023, it appears this approach was discontinued.

The Review notes there is now a significant number of vacancies in remote areas. The Review was unable to access the quantitative or qualitative data to support a definitive correlation between the change of approach and rise in remote vacancies, however, it is reasonable to assume there is a connection.

On this basis, the Review considers there has perhaps been an unintended effect of exacerbating the challenges of remote service, and elements of the decision should be reconsidered in that light.

Due to the industrial framework underpinning these areas, the proposed framework suggested by this recommendation will allow for honest and objective discussion of any potential changes.

Recommendation 14: Commissioner's powers of appointment

Recommendation 14

It is recommended that the *Police Administration Act 1978* Part II Division 3 be amended to enable the Commissioner of Police to appoint a person with appropriate skills, knowledge and experience, including policing, to a rank other than Constable in NTPF.

The attrition rate for NTPF in 2022-23 was 9.16%, slightly lower than the historical high in 2021-22 of 10.65%. A ten-year low was recorded in 2017-18 of 3.90%.⁶ Some of this attrition, particularly in retirements, may be associated with the demands associated with the COVID-19 response. High levels of dissatisfaction in NTPF, reflected in surveys conducted both within and outside NTPF, are also likely to have contributed.

Nationally, policing services are experiencing higher attrition rates and difficulties in attracting staff, and they compete for quality applicants in a competitive national labour market. For example, Queensland Police Service experienced an attrition rate of 5.7% in 2022-23, double the rate in 2016-17. While all police services are experiencing similar recruitment difficulties, the NT's reported rates of attrition remain higher than in other jurisdictions⁷

Of most concern is losses in the NTPF workforce are occurring disproportionately from experienced police officers from the rank of Constable First Class to Sergeant.

This loss of experienced officers has led to a major supervisory gap within the ranks of NTPF. To illustrate, the roster for Darwin Police Station at mid-January 2024 indicates the station was staffed by an Acting Superintendent and an Acting Senior Sergeant, with 4 out of 5 patrol groups supervised by Acting Sergeants. To contextualise this finding, Superintendents are senior managers, generally with command responsibility for divisions, Senior Sergeants are managers, generally holding command over a police station or section, and Sergeants are frontline senior supervisors, managing teams and police patrol groups. Every senior officer undertaking higher duties creates a vacancy in their nominal position, creating a flow-on effect on levels below. These positions hold decision-making powers under the provisions of the PAA and internal policy in areas ranging from custody management to checking and authorising overtime, use of force reporting, and checking and authorising various legal documents prior to their escalation to judicial officers for consideration. It is important for such decision-makers to have demonstrated experience in policing as well as training in management and resource allocation.

In Katherine in the same period, 31 of 57 frontline Constables (Probationary Constable to Senior Constable) available for duty were Probationary Constables, most with operational service of less than 18 months. Patrol groups were mostly staffed with Acting Sergeants and only 1 confirmed Constable (that is, passed probation) on each patrol group, invariably with less than 4-years' experience, with the remaining 3 members Probationary Constables. This level of inexperience in staff with frontline duties is typical in many shifts and stations across the NT, according to the consultations undertaken by the Review team, and examination of operational data.

⁶ NTPF data (refer Appendix 5 - 42).

⁷ Police jurisdictional statements to Australian Broadcasting Commission. 'Police Forces around the country facing mass exodus of officers'. Uploaded 11 October 2023.

Resignation and retirement exit trends for 10 years commencing 2014-15 are illustrated in Figures 4.2 and 4.3.

Figure 4.2: Sworn officer resignations by level of experience⁸

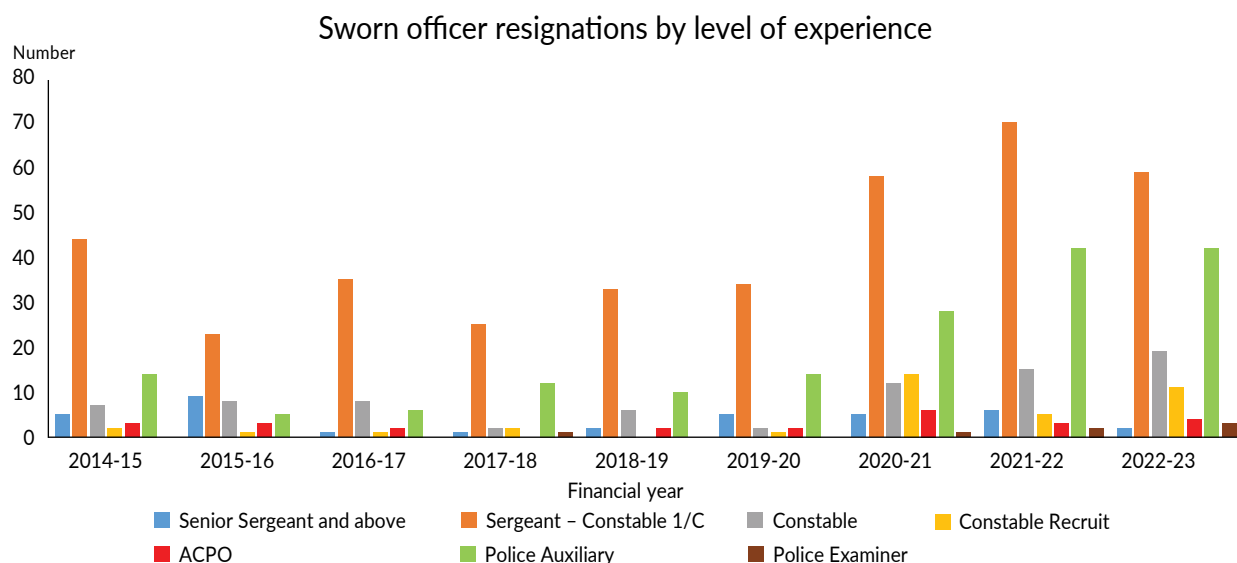
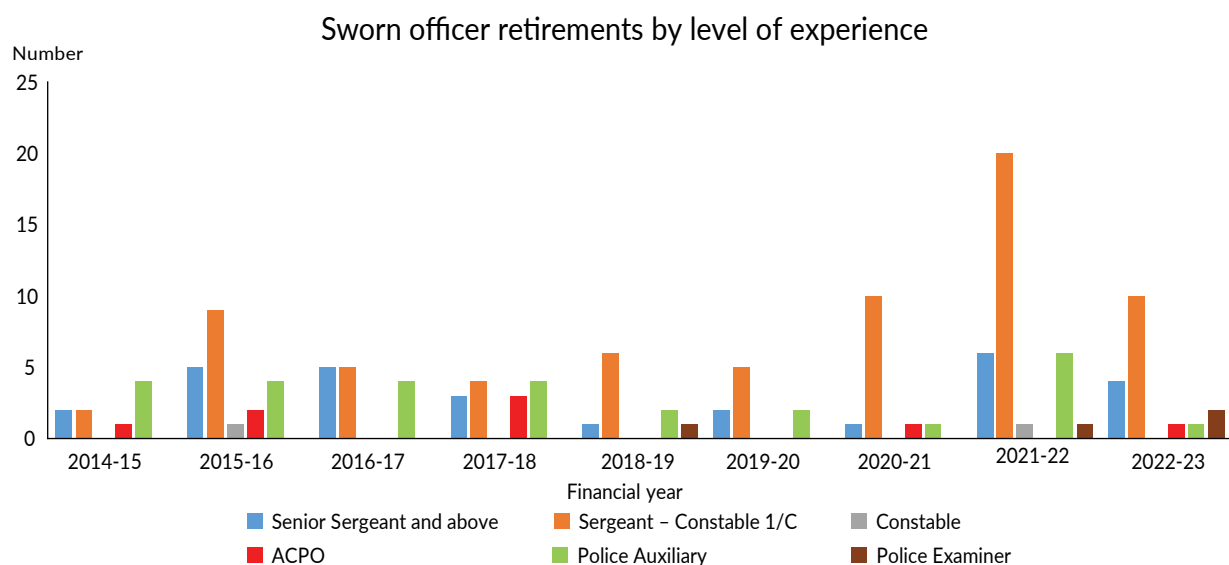


Figure 4.3: Sworn officer retirements by level of experience⁹



The gaps in staff with the appropriate experience to undertake supervisory duties heightens the risk environment for individual officers, NTPF and the community. The Commissioner is legislatively restricted from recruiting and appointing officers who have never served in NTPF to a rank they may have held in another jurisdiction's police force. Similarly, there are considerable difficulties with appointing former NTPF officers to ranks superior to those previously held in NTPF, regardless of their experience in the intervening period. The Review recommends legislative amendments to empower the Commissioner to make appointments based on the needs of NTPF.

⁸ NTPF data (refer Appendix 5 - 45).

⁹ NTPF data (refer Appendix 5 - 46).

Section 16(ac) of the PAA sets out that the Commissioner may appoint an eligible former member to a position at a rank above Constable, in circumstances set out in section 17. That provision requires the Commissioner first seeks applications from present members to transfer or promote to the position. Additionally, the former member cannot be appointed to a position at a rank above the one at which they previously served. The rank must also be one prescribed by regulation, which is presently limited to Senior Constable, Sergeant and Senior Sergeant, under regulation 11 of the *Police Administration Regulations 1994*.

Further detail of the specific rank to which a former member may be reappointed is set out in the 2009 Reappointment Policy (noting the publicly available version may since have been revised for internal purposes). According to the policy, the highest rank to which a former officer may be appointed is one rank lower than the substantive rank held at the time of their most recent resignation from NTPF if that rank was Senior ACPO, Senior Auxiliary, Senior Constable or any higher rank. Further, the maximum rank at which a reappointee can return is Senior Constable First Class. Those holding the 'First Class' designation as ACPO, Auxiliary, or Constable are able to retain it.

This level of legislative restriction on the powers to appoint former members to higher ranks generally does not apply in other jurisdictions. Section 30 of the *Victoria Police Act 2013* specifically sets out the process for the appointment of former Victorian police officers. The Victorian Police Commissioner may receive advice from the Police Profession Register, but ultimately can appoint a former police officer meeting prescribed criteria to a proposed rank. In exceptional circumstances, the Chief Commissioner may waive prescribed criteria for appointment under section 27(3) of the *Victoria Police Act 2013*.

Consideration may be given to adopting less restrictive requirements for reappointment of former members similar to the Victorian approach and moving some requirements to a regulatory or policy level.

The Review considers this recommendation be considered as a matter of urgency to provide NTPF with the capacity to recruit and appoint sworn members at a rank that acknowledges their skills, knowledge and experience gained in policing and non-policing environments.

The impact of this recommendation would be twofold, providing the Commissioner with the flexibility to more quickly address identified supervisory gaps while increasing recruitment capacity during a time of heightened demand for people with policing backgrounds. This will decrease risk in the short and medium term while currently serving junior officers are provided with the development opportunities and experience they require to meet the supervisory and management needs of NTPF into the future.

More broadly, and as previously discussed in Chapter 1 of this report, there is an urgent need for a strategic workforce plan in NTPF to tackle the gaps in staffing numbers and capability. Such a plan should address retention as well as attraction and recruitment approaches to build the NTPF and position it to meet future service delivery needs. It is acknowledged that NTPF has commenced some work in this area, however, its current status is uncertain.

Recommendation 15: Aboriginal Liaison Officer Program

Recommendation 15

It is recommended that the Aboriginal Liaison Officer program continues to be prioritised and recognised, and more clearly defined as a critical and foundational liaison service working to support operational policing at the community level, with a focus on greater coverage of regional and remote communities.

Aboriginal Liaison Officers (ALOs) are critical in supporting effective operational policing, providing vital links to and building relationships between community, community members and police.

Originally, ALOs were appointed in 1974, with their initial role focused on coastal surveillance, liaison duties between community and police, and communicating local knowledge to operational police.

The scheme was introduced to attract Aboriginal people to work for the NTPF, to utilise their cultural knowledge and skills to achieve enhanced community safety outcomes and to help reduce the reluctance of Aboriginal people wanting to make reports to police. Police Liaison Officers assisted in taking complaints from Aboriginal people and assisted in the care and wellbeing of Aboriginal prisoners, suspects and their families. The Police Liaison Scheme was eventually replaced by the Police Aide Scheme in 1979.¹⁰

The role evolved over the years ultimately into the current ACPO scheme. The ACPO scheme is the subject of detailed consideration at Recommendation 16.

In 2010, the Allen Consulting Group produced a document titled: Independent Review of Policing in Remote Indigenous Communities in the Northern Territory – Policing further into remote communities.¹¹ Recommendation 18 of that report stated:

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.

It elaborated further:

Consideration should be given to establishing a less stringent Community Liaison Officer 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.

It was reported 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.

¹⁰ <https://www.ntpmhs.com.au/aboriginalliaisonofficer>.

¹¹ The Allen Consulting Group: Independent Review of Policing in Remote Indigenous Communities in the Northern Territory (2010).

In August 2020, the then Commissioner of Police directed an ALO program be developed.

The ALO program was subsequently developed and refined by the Community Resilience and Engagement Command (CREC). The current role as stipulated in the job description is to:

- assist the tri-service to communicate effectively with members of the local community and provide information about local customs and protocols
- support sworn officers to provide an effective and culturally appropriate policing response to the community and ensure that community concerns about crime-related issues are communicated to police
- participate in community engagement activities and maintain contact with community leaders by participating in meetings, forums and festivals
- assist community members to access policing services and provide information or referral to other community services where necessary
- provide an effective and efficient telephone answering and screening service and assist callers as required
- provide a local airport courier service on a daily basis or as required
- assist the Officer in Charge with entry level clerical administrative duties.¹²

On 1 October 2020 the first official ALO squad commenced in Alice Springs, and since then a further 9 squads have graduated through the Police College. This intensive focus on recruitment over the past 4 years has produced a total of 72 ALOs currently posted across 32 police locations:

- 4 ALOs in 1 urban police station
- 13 ALOs in 2 regional police stations
- 48 ALOs in 25 remote police stations
- 5 ALOs in 3 remote police posts
- 2 ALOs in 1 multi-jurisdictional facility.

NTPF is to be commended for establishing CREC and its commitment to establishing the ALO program. ALOs make up 25% of all Aboriginal and Torres Strait Islander employees in NTPF. While this important program received overall positive recognition during the Review consultations, the theme that frequently emerged from the wider operational workforce was an uncertainty around the ALO role and responsibilities in the operational environment. A large proportion of ALOs who met with the Review team confirmed this lack of role clarity existed within their workplaces, with the consequence of employees not being utilised to best potential at times.

It is acknowledged by the Review that CREC has developed a comprehensive suite of instructions, guidelines, implementation and evaluation plans. It would appear a refreshed approach to promoting the scheme and providing training to the broader workforce around the benefits and parameters of the scheme would be valuable. The Review recommends CREC is supported to undertake this body of work in order to ensure the growth of the ALO program is sustained.

¹² CREC - Aboriginal Liaison Officer Checklist - Job Description

The Review considers there should be a continued reinforcement of the value and skills ALOs bring to NTPF and the positive role models ALOs provide for communities and operational police. Aboriginal Peak Organisations NT emphasised the ALO program should remain community focused and not expand in scope to include an enforcement role.

The primary focus of the ALO program should be directed to remote and regional areas, underpinned by traditional local knowledge of the area and cultural practices including but not limited to lore, language, ceremony, men's and women's business and areas, cultural knowledge, and connection to an area and its people. This will foster understanding between community members and police, and provide strong, positive role models within community.

Recommendation 16: Aboriginal Community Police Officer program

Recommendation 16

It is recommended that the review of the Aboriginal Community Police Officer (ACPO) rank required pursuant to Section 79 (c) of the Police Consent Agreement 2022 be commenced immediately and include consideration of:

- the merits of continuing the scheme in its current form
- a priority transition process for all ACPOs to Constable
- if the scheme is to continue, a clear and unambiguous policy statement on the role of the ACPO in the NTPF.

Aboriginal and Torres Strait Islander people have a long history of service within the NTPF dating back to 1870 and have served as Native Police, Trackers, Liaison Assistants, Police Aides, ACPOs, Police Auxiliaries, Constables and public servants. The integral contribution Aboriginal employees, particularly ACPOs, bring to NTPF needs to be acknowledged and commended.¹³

Currently, there are 2 Aboriginal-specific designations in NTPF subject to special measures (in addition to all other designations which are open to Aboriginal and Torres Strait Islander applicants). These designations are:

1. ACPO – sworn officers with limited powers and responsibilities
2. ALO – non-sworn AO2 level Aboriginal staff who undertake community engagement activities and liaise between police and their local communities.

ALOs are the subject of Recommendation 15, while this recommendation focuses on ACPOs.

The ACPO role was predominantly a liaison role that has evolved into a law enforcement role similar to that of a Constable. ACPOs can provide a critical liaison point between local communities and policing. They work in partnership on a day-to-day basis with local communities, stakeholders and colleagues to promote law and order, reduce crime, provide reassurance, improve confidence and trust, gather information and foster good community relations.

Over time, ACPO training has varied to suit the requirements of the police force. Historically, the ACPO course ran for 16 weeks, however due to the scheme evolving, the current ACPO course is 24 weeks and includes additional training such as active shooter, reality-based scenario training and driver training. This course is more closely aligned to the Recruit Constable course. Academic qualifications ranging from the Certificate II to the Certificate IV in Community Engagement in Policing have been offered to ACPOs over time, however today ACPOs attain a Certificate III in Aboriginal Community Policing at the conclusion of their probation period.

ACPOs are afforded powers and duties pursuant to an ACPO Schedule to Appointment made under the PAA. For ACPOs who were employed by NTPF prior to 2018, their powers

¹³ See case study in Appendix 4

depended on their length of service and qualifications obtained. For ACPOs employed after 2018, a separate NTPF ACPO Schedule to Appointment exists. The difference between the two is that in the pre-2018 schedule, ACPOs have the ability to investigate essentially any offence, including offences prescribed in the *Criminal Code Act 1983*, whereas under the later schedule, ACPOs cannot investigate indictable offences referred to in section 3(2) of the *Criminal Code Act 1983*. Understandably for ACPOs, this has caused significant confusion and uncertainty surrounding their powers. Similarly, due to the differences between the schedules, supervisors have encountered challenges assigning roles to ACPOs when both streams are under their command.

Currently the ACPO career path commences in the Police College, and is followed by a 12-month probation period that is completed in the workplace. After 6 years of service, an ACPO can apply for the rank of Senior ACPO. Other than attaining a Certificate III, there are limited additional qualification opportunities. The transition process to Constable currently requires ACPOs to return to the Police College either on a full Recruit Constable course (32 weeks) or an accelerated transition course (12 weeks) if one is available.

During the Review consultations, the recurring themes raised by ACPOs regarding their employment under the current scheme related to both the perceived barriers to transitioning to Constable and a general lack of training opportunities and development pathways once they had graduated from the College. There was also a view that senior police officers had a limited understanding of the ACPO role and as a result, ACPOs were underutilised and undervalued:

There are no pathways for ACPOs and they receive no training opportunities or developmental pathways. ACPOs don't have a transition course to Constable: they would have to go back to College. No progression, limited pay, limited opportunities for roles in other areas – what's the point then is how it feels.

Some ACPOs with experience want to be Constables but are being blocked.

ACPOs are limited to where they can act up [to a higher level] and develop.

ACPOs also expressed experiencing a sense of inequality, attributed to conducting a role very similar to that of a Constable, without equal entitlement:

Feels like ACPOs are at the bottom of the structure of the NTPF.

We feel as though ACPOs are being phased out but NTPF is still trying to work out how to do it.

There is a big division between ACPOs and Constables.

In response to concerns raised by ACPOs and the NTPA, the Review understands that the Commissioner of Police has recently proposed changes to the ACPO scheme. This includes:

- aligning both schedules (pre and post 2018 schedules) into one single schedule (the post 2018 appointment)
- releasing an instruction as a guide on the roles and responsibilities of ACPO members
- creating a real and functional transition scheme from ACPO to Constable.

It is further understood the proposed transition scheme will be individually tailored, based on workplace competencies, recognising that ACPOs have few learning gaps, and will only be required to return to the College or complete online material in limited circumstances.

These proposed changes to the ACPO scheme are supported by the Review. The mechanism to ensure any proposal relating to the ACPO scheme is implemented in a timely manner and the appropriate level of consultation has been undertaken with NTPA and affected ACPOs is through the utilisation of clause 79(c) of the CA, which states:

The parties agree to commence a review of the Aboriginal Community Police Officer rank within 12 months of the certification of the agreement with the review to be completed prior to the expiry of the agreement.

Recommendation 17: Performance management in NTPF

Recommendation 17

The Review supports the stated intent of the Commissioner to develop and implement a modern people management framework and recommends that Part IV, Part V and other relevant parts of the *Police Administration Act 1978* or other acts that support and underpin this intent be amended by 30 June 2025. These amendments must incorporate the following principles:

- simplicity and expediency – easily understood consistency of approach, flexible application, and timely resolution commensurate with the nature of the issue
- minimum formality – to achieve the organisational objectives and avoid highly formalised systems that feature legal/procedural technicalities and workarounds resulting in delay, a physical and mental impact on the parties, and failure to realise a causal link between conduct and resulting action
- management empowerment – managers at all levels of the organisation need to be educated, supported, and empowered to apply techniques to improve staff under their control. Managers should also be accountable for improving staff performance and acting swiftly to correct improper behaviour before it increases in severity or permeates the positive culture of a workplace. This principle shifts from direct line management as the improper behaviour or repeated underperformance increases along the spectrum and greater independence is required
- procedural fairness – to the employee and the employer and consistently applied throughout the organisation consistent with the principles of natural justice, particularly where termination of employment is a potential outcome
- a focus on education and awareness of ethical behaviour across NTPF.

The NTPF disciplinary system is established under Part IV of the PAA.

Part II Division 6 of the PAA establishes the Professional Standards Command (PSC), which has the following legislated functions:

- a. to ensure the highest ethical and professional standards are maintained in the Police Force*
- b. to investigate and otherwise deal with complaints about conduct of members under Part 7 of the Ombudsman Act 2009*
- c. to perform functions as directed by the Commissioner to be performed, including functions relating to the discipline of members*
- d. to perform other functions conferred on it under this or another Act.*

Part V of the PAA also contains relevant provisions.

This legislative framework means, in general terms, the disciplinary system and oversight of the ethical and professional standards of NT police officers is managed by PSC, under the direction of a Commander of Police.

Due to the nature of the legislative framework and historical paramilitary command and control ethos of policing, the NTPF system, like many police disciplinary systems, has evolved

into an adversarial punishment based process that provides little benefit to individual police officers, the community, the Commissioner, or NTPF.

It is widely accepted by all key stakeholders that the current system is simply not fit for purpose and is not (despite the best efforts of dedicated and hard-working PSC officers) meeting its mandated functions under the PAA effectively. Instead, the system as it stands, arguably damages the wellbeing and morale of affected officers as a result of considerable delays in completing investigations and adjudicating outcomes, and because of the adversarial nature of the processes in place.

NTPA and others consulted believe there is a direct correlation between the current disciplinary system and high levels of personal leave usage. While there is not sufficiently analysed quantitative data to support this assertion, it is not an unreasonable proposition.

There have been multiple reviews conducted of the current system over a period of 30 years. The most recent was undertaken by a senior officer from Victoria Police, and was concluded in September 2022. That review was wide-ranging and contained some useful principles, including the principles specifically included in this Recommendation. However, that review in its entirety is not supported by the Commissioner or NTPA nor did it adequately recognise the NT context.

Concurrent to multiple reviews, there have been several working groups established with agreed timelines to initiate a process of legislative reform of the PAA. The most recent was established in March 2021 with a completion date of December 2022. This stalled, presumably because the Victorian officer was engaged to undertake a further review.

A review of AFP Professional Standards was undertaken by Justice Fisher in 2003.¹⁴ His Honour made the following observations in relation to police professional conduct:

The important thing about all adverse conduct is:

- » *Firstly, that it should be recognised.*
- » *Secondly, that recognition should be communicated to the person or persons whose conduct is under review.*
- » *And thirdly, and possibly least important, is that something should be done about it by way of disapproval or punishment.*

Generally speaking, the process of discovery, recognition and explanation are more important than consequential punitive measures. It is always more important to understand what is happening than simply to impose penalties.

¹⁴ The Hon William Kenneth Fisher AO, QC. A Review of Professional Standards in the Australian Federal Police (2003).

His Honour further observed that:

It is important leaders and managers look beyond the actions of an employee under their control through a criminal offence focus, but more importantly that they identify early behaviours and indicators that may affect an individual's performance, and act quickly and with confidence to rectify this behaviour.

Adversarial processes discourage openness in addressing police misconduct. They tend to promote situations where a case is argued no matter what the merits might be. They may also exclude any real consideration of mitigating circumstances that might otherwise lead to leniency or clemency.

A non-punitive approach requires police managers to step outside the comfort zone of the familiar systems of yesterday and to project and extend themselves in a new direction. The managerial model of professional standards uses relatively minor infractions by employees as an opportunity to improve the person's performance and review the systems and processes that may have contributed to the behaviour in the first place. It involves creative solutions and the development of more imaginative and preventative responses to poor performance. It requires reflection not only on the actions of the employee but also on situational issues, such as the adequacy of the training provided and the level of management and supervision that were in place at the time. As a result, a broad based knowledge regime is required, not a narrowly focused disciplinary approach that looks only at the actions of the employee against prescriptive rules.

Following the Fisher Review in 2003, legislative changes were made such that the complaints and professional standards system for AFP was directed towards a modern managerial approach to replace the hierarchical disciplinary regime. The new system allowed all complaints to be categorised by the level of seriousness, and for “... minor complaints – such as rudeness – to be dealt with by managers quickly and informally, and more serious complaints – including conduct such as assault or persistent low-level misconduct – to be investigated by the unit to be established within the AFP to deal with professional standards concerns. All serious complaints could lead to employment action being taken against the officer.”¹⁵

The Review team has been advised that PSC is drafting a new General Order on professional standards, which will replace the Performance Management and Internal Investigations General Order (circulated on 1 October 2007). It is understood the General Order on professional standards will be designed to provide better guidance to members and include:

- A section called 'Key messages' that members can easily remember and which provides a clear policy direction that supports members to seek early resolution by way of open and honest admissions at the first opportunity. Included in the 'key messages' will be the following 3 sentences from the current Code of Conduct and Ethics General Order:
 - » *The Northern Territory community must have confidence, trust and faith in our members. To maintain the community's trust we must be accountable, truthful and act at all times with honesty and integrity.*
 - » *If a member makes an honest mistake or a genuine error of judgment, the member will be supported or provided with appropriate guidance, training or assistance. However, the member must acknowledge their mistake, be accountable and cooperative.*

¹⁵ Senate Standing Committees on Legal and Constitutional Affairs. Key Issues – AFP Professional Standards, Parliament of Australia.

» *NTPF does not tolerate or support any conduct by a member that is dishonest, corrupt or unethical.*

- A section called 'Conduct in comparison to performance', advising the line between conduct and performance issues is often a fine one. To the extent that an officer's actions arise out of incompetence, mistake, poor judgement or lack of understanding of proper procedures, the matter may be a performance issue. However the real difference is the extent to which an officer deliberately failed to do what he or she knew was expected. If so, the failure may be characterised as a conduct issue. At times it can be difficult to differentiate between conduct and performance for particular matters and applying both remedies and sanctions may be appropriate.
- A section called 'Early intervention', which includes a narrative on how misconduct can stem from personal drivers, lack of supervision, etc. and encouraging early intervention to ensure ongoing compliance with the Code of Conduct.

The Review fully supports the stated intent of the Commissioner to manage professional standards with a non-adversarial, outcomes-focused process that improves the performance of individuals and the organisation.

This commendable and future-focused intent must be underpinned by appropriate legislative change. It is the understanding of the Review team that the Commissioner and NTPA are in agreement in general terms on the principles outlined in this part and the likely required legislative changes.

What is now required is a commitment by the NT government and all parties to progress the required legislative changes to the PAA – it is simply a matter of political will and priority.

Recommendation 18: Wellbeing of staff

Recommendation 18

It is recommended that the NTPF's commitment to wellbeing is strengthened to include programs and executive leadership that:

- support mental wellbeing, through the Wellbeing Strategy 2023-2027
- foster a culture to reduce the stigma of mental health issues, and ensure a proactive approach to welfare checks and critical incident debriefing
- provide a safe and inclusive work environment, minimising physical and psychological risks by maintaining a strong focus on work health and safety, including addressing workplace hazards wherever possible
- promote cultural responsiveness and cultural safety support
- enable a healthy work-life balance, including implementing a fatigue management policy.

Further, it is recommended that an Implementation Plan for the Wellbeing Strategy 2023-2027 be published on the staff intranet by 31 May 2024 including performance measures and a framework for regular reporting of results within each year as well as progress achieved over the strategy timeframe (that is over the 4 years).

Wellbeing and the Wellbeing Strategy 2023-2027

The NTPFES Wellbeing Strategy 2023–2027 defines wellbeing as “a state of being comfortable, healthy or happy, to feel good and function well”. The NT is a unique and challenging environment in which to provide law enforcement and public safety services. In order to operate an effective police force across the NT, the wellbeing of members in all areas must remain a focus for the agency.

Every 2 years, NTPFES staff have been provided the opportunity to participate in the NTPS People Matter survey to allow the agency to understand areas requiring focused attention and improvement, and recognise and capitalise on what is working well. The most recent survey was conducted in 2023, and included respondents from Fire, Rescue and Emergency Services as well as sworn and non-sworn staff. In 2023, 28% of staff (670 respondents) provided feedback by participating in the NTPS People Matter survey. Results regarding wellbeing and workplace culture are presented in Tables 4.1 and 4.2.

Table 4.1: 2023 People Matter survey - wellbeing

Survey question	NTPFES response	Variance from 2021	Variance from comparator group ¹⁶	Variance from NTPS
Satisfied with policies and practices in place to help manage health and wellbeing	47% strongly agree or agree	+ 8%	- 11%	- 17%
Manager thinks employee wellbeing is important	71% strongly agree or agree	+ 8%	- 6%	- 10%
Senior managers think wellbeing is important	48% strongly agree or agree	+ 18%	- 12%	- 17%
Feel burnt out at work	23% strongly agree 32% agree	n/a	+ 1%	+ 6%
Feel stressed at work	12% always 39% often 38% sometimes	n/a	+ 2% + 4% - 5%	+ 4% + 8% - 8%
The agency does a good job of promoting health and wellbeing	46% strongly agree or agree	n/a	- 4%	- 8%

Although the results regarding wellbeing are concerning, they do show improvement since the previous People Matter survey. The results are below the agency's comparator group on all questions listed and well below the whole of NTPS results, indicating the significant gaps needing to be addressed to bring NTPF to a more standard position as an employer before it can progress to becoming a best practice employer.

The NTPFES Wellbeing Strategy 2023–2027 was launched on 22 May 2023, with the support of the Beyond Blue Good Practice Framework for Mental Health and Wellbeing in First Responder Organisations (2016) model. Activities and programs under the strategy have been promoted widely across NTPF. The strategy is funded through an additional \$3 million per annum included in the NTPFES budget from 2023-24, and is an important step in addressing staff experiences and concerns as manifested in People Matter survey results and consultation discussions recorded by this Review.

However, the strategy has been in place for almost a year, no implementation plan has been published on the staff intranet or provided to staff, and there has been no reporting on progress with implementing the strategy. It is understood the strategy is being monitored by a senior executive committee. The strategy document indicates a set of key performance indicators are to be established that will be used to track both short and long-term progress, and to provide valuable insight into the effectiveness of the strategy. For transparency, it is important to provide staff with visibility about how the strategy is being implemented, its performance and achievements, and ultimately its effectiveness. This Review recommends an implementation plan be developed for publication to staff, and reporting against the strategy provided to staff regularly (for example, 6 monthly). In the medium term, the strategy's evaluation framework will provide valuable data and evaluation of the strategy's outcomes.

¹⁶ The comparator group for NTPFES also includes Department of Education, Department of Territory Families, Housing and Communities, and Department of Health.

Table 4.2: 2023 People Matter survey - workplace culture

Survey question	NTPFES response	Variance from 2021	Variance from comparator group	Variance from NTPS
Bullying/sexual harassment is not tolerated	67% strongly agree or agree	+ 20%	- 6%	- 10%
Experienced bullying (all instances)	32% have experienced bullying	- 6%	+ 1%	+ 6%
If you made a formal complaint about bullying were you satisfied with the way it was handled	73% said no	- 5%	+ 17%	+ 16%
People treat each other with respect	78% strongly agree or agree	+ 8%	0	- 2%
It is safe to speak up and challenge the way things are done	25% strongly agree or agree	+ 1%	- 19%	- 24%

Although the survey results regarding workplace culture in NTPF in Table 4.2 show improvement in these measures (which is heartening), this comes from a low base. They are significantly lower than NTPS and the comparator group results. These results demonstrate that fewer staff have experienced bullying since the 2021 People Matter survey was undertaken, and the majority believe their peers treat each other well, but the process for dealing with incidents of bullying or challenging cultural norms is not satisfactory for complainants. NTPF has focused on improving workplace behaviours over the past year through a mandatory requirement for all staff to attend Respectful Workplace workshops. Additionally, non-sworn staff are obliged to complete essential NTPS training on appropriate workplace behaviour and the NTPS Code of Conduct.

Proactive approach to welfare checks and critical incident debriefs, and reducing the stigma of mental health issues

NTPF members are constantly exposed to traumatic events that have a negative impact on their wellbeing. When an incident occurs with a stressful impact sufficient to overwhelm an officer's usual coping strategies, it is deemed as a critical incident by the agency. NTPF's Wellbeing Services team identifies 2 categories of critical incidents.

- Category A – critical incident occurs when an officer has experienced a threat to life or sustained actual serious injury, or witnessed or been confronted by a traumatic event in which a colleague, close family member or close friend has died, sustained serious injury or had a threat to their physical integrity. When a Category A incident occurs, Wellbeing Services provides advice to incident supervisors on supporting employees and discussing the incident, makes phone contact and provides psychoeducation to first responders involved, and or facilitates face-to-face appointments with affected employees.

- Category B – critical incident occurs where, through the course of their duty, an employee witnessed or responded to, or was confronted by a potentially traumatic event in which a member of the public has died or sustained serious injury. Wellbeing Services psychologists respond within 72 hours by providing advice to incident supervisors on supporting affected employees or making telephone contact with and providing psychoeducation to the first responders involved.

Timely wellbeing support is essential for police officers as all emergency service personnel are affected at some time during their careers by critical incidents. It is critical that proactive wellbeing services are provided to staff in order to support their mental wellbeing both prior to and after a critical incident. Either sworn officers involved in a critical incident or their manager can report an incident to Wellbeing Services via a dedicated generic email address.

Consultation data collected by the Review team demonstrated members had conflicting experiences with the Wellbeing Services team following a critical incident.

Some staff advised they were not contacted in a timely manner following a critical incident or they received an email or telephone call, which they felt was insufficient contact. However, other staff advised they had been contacted swiftly after an incident. Some staff do not believe an email contact is an efficient or effective means of communicating in these circumstances.

Consultation data suggests prolonged response times may be a result of poor reporting to the Wellbeing Services team by managers, insufficient training for members to understand the reporting process or a lack of sufficient staffing numbers in Wellbeing Services to respond to staff effectively. It is important to acknowledge these factors and the need for NTPF to put in place the necessary training and staffing to proactively approach members' wellbeing, especially after a critical incident. A proactive approach with timely and thorough critical incident debriefs should assist in reducing the stigma often associated with accessing wellbeing services. The success of the Wellbeing Strategy will be demonstrated if it assists in creating a culture where any stigma around mental health is reduced and members feel safe to speak up early and access support.

In addition to responding to critical incidents, Wellbeing Services also offers and facilitates other services:

- general counselling through the Employee Assistance Program, available to employees and their immediate family members or dependants. NTPF pays for up to 6 counselling sessions, possibly more on application, however does not receive any feedback or information about the counselling session as it is a confidential service
- special early intervention clinical support, intended to help people access psychological treatment as early as possible for clinical level disorders such as depressive, post traumatic stress and anxiety disorders and, once completed, treatments plans and ongoing services are supported by Wellbeing Services
- peer support services, where NTPF employees are trained in critical incident responding, listening skills and referral services, and are available to provide affected staff with a person to listen, and social and practical support in a private and confidential environment.

The Review endorses these elements of welfare services and encourages the NTPF to consider further initiatives to support members who require assistance irrespective of the causal factors.

Stronger focus on work health and safety, and addressing workplace hazards

Providing a safe and inclusive work environment, minimising physical and psychological risks by maintaining a strong focus on work, health and safety (WHS) and addressing workplace hazards is essential for employee wellbeing and also ensures NTPF meets its legislative obligations. The Review acknowledges the unique workplace hazards associated with policing and the special challenges that exist in supplying a safe workplace for employees who can be confronted with circumstances outside their or NTPF's span of control. Police officers are also required to assess and take calculated risks in order to comply with their sworn obligations, at times with grave ramifications for their personal safety.

The number of reported workplace injuries and incidents has significantly increased over the past 9 years. Data published in NTPFES annual reports demonstrates that reported incidents and injuries grew from 434 in 2016-17 to 758 in 2022-23, an increase of 75% over the period. Table 4.4 sets out the data.

Table 4.3: NTPFES workplace injuries and incidents¹⁷

Type of injury/incident	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23
Being hit by a moving object	104	103	119	175	154	172	181
Heat, electricity and environmental factors	7	8	23	17	29	31	31
Chemicals and substances	39	50	47	53	44	75	70
Biological factors	34	30	34	59	69	51	46
Mental stress	11	2	4	7	8	13	28
Other or unspecified	n/a	n/a	n/a	0	0	0	31
Sound and pressure	3	2	0	3	1	2	4
Slips, trips and falls	84	75	n/a	87	83	102	116
Hitting objects with part of the body	41	47	41	43	53	37	50
Body stressing	98	135	136	128	146	156	144
Vehicle incident	13	31	34	21	35	30	57
Total	434	483	527	593	622	599	758

Reports of mental stress-related incidents increased markedly from 2 in 2017-18 to 28 in 2022-23, reinforcing the important work ahead for the Wellbeing Strategy. Similarly, the data indicates incidents and injuries in physical categories are increasing, which may be a result of an increase in incidents as well as better and more conscientious reporting.

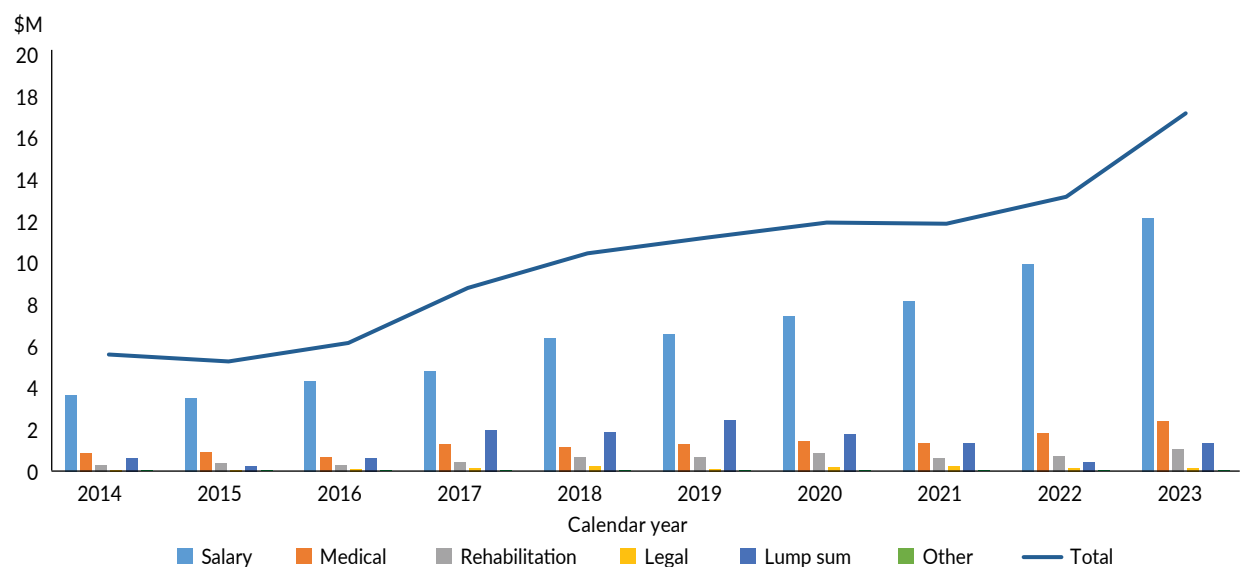
NTPF has comprehensive information on its internal staff intranet on WHS policies, procedures, forms and other aspects of the NTPS WHS framework as it applies in NTPF. As for governance, there is a series of workplace committees that are to meet regularly and report through to the Executive WHS Committee. Unfortunately, this Review was unable to assess the effectiveness of the governance arrangements, however it is clear from the information published that senior officers are aware of their responsibilities under WHS legislation that place a primary duty of care and other obligations on them. These include decision-making regarding WHS arrangements and resourcing, implementing appropriate WHS systems, identifying and mitigating WHS risks, conducting assurance activities and compliance with relevant legislation to ensure the physical and psychological health, safety

¹⁷ NTPFES annual reports.

and wellbeing of individuals. It is worth noting there have been changes in national and NT legislative obligations in recent months, relating to the recognition of psychosocial injuries in the workplace in the WHS framework, and the positive duty on employers to prevent sexual harassment and discrimination in their workplaces. NTPF's WHS framework and associated documents and guidance material need to be updated to reflect these changes and improve safety for NTPF staff.

Nonetheless, the data in Table 4.3 demonstrates there is more work to be done in the WHS area to increase the safety of workplaces, from both a physical and a psychosocial perspective. Injuries and incidents in the workplace can result in the use of personal leave and or workers compensation. While there may be perceived advantages for injured sworn staff to access personal leave entitlements (discussed under Recommendation 13) rather than workers compensation for an injury resulting from the workplace, there has also been a marked increase in the use of workers compensation in recent years. The cost of workers compensation to NTPF has increased threefold between 2014 and 2023 as more staff have accessed workers compensation. Figure 4.2 demonstrates this growth. Costs almost exclusively relate to claims from sworn members with 97.6% of the total in 2022-23.

Figure 4.2: Workers compensation payments in respect of sworn officers¹⁸



Staff should be encouraged to report workplace injuries (see also Recommendation 13) and also report hazards and potential areas for workplace injury. The NTPF's system for reporting incidents should be used by staff to report near misses and hazards they have encountered or observed in order to prevent injury where possible. NTPF cannot address hazards if it is unaware of them.

At an operational level, NTPF's approach to WHS focuses on assessing, managing and mitigating risks in accordance with operational safety, and use of force policies. It includes procedures such as deploying with the mandated accoutrements (for example, firearm and taser) and considering single or multiple officer responses. These measures come with clear obligations on staff to report incidents and injuries. The Police College monitors these reports in order to improve training in operational safety techniques, and sworn officers are required to refresh their training in this area annually. Nonetheless, the extent of growth in workers compensation requires redress as this is a significant budget cost to NTPF. This includes

¹⁸ Source: NTPF data. (refer to Appendix 5 - 51).

more concentrated efforts in assisting injured staff to get well and return to work as quickly as possible, as well as in WHS approaches to prevent workplace injuries in the first instance. Developing and maintaining a safety culture is essential for employee wellbeing.

Cultural responsiveness and cultural safety

As outlined in other parts of this report, NTPF provides policing services, predominantly interacting with Aboriginal and Torres Strait Islander people in their day-to-day work at the frontline level. Also, around 1 in 8 staff members in NTPF are Aboriginal or Torres Strait Islander. It is of paramount importance, therefore, that NTPF staff have a sufficient level of understanding of Aboriginal and Torres Strait Islander culture required to do their jobs in a culturally responsive manner, and NTPF Aboriginal and Torres Strait Islander staff feel culturally safe in their own workplaces.

Of the total 2,142 NTPF staff paid on payday 18 January 2024 (this excludes NTES and NTFRS employees), 290 identified as an Aboriginal and or Torres Strait Islander persons. This equates to 13.5% of NTPF, falling just short of the 2024 Aboriginal and Torres Strait Islander employment target of 13.9% established for NTPFES.

Table 4.4: Aboriginal and or Torres Strait Islander employees¹⁹

Sworn classification	Headcount	Non-sworn classification	Headcount
ACPO (including senior ACPO)	58	Junior administration	102
Constable	102	Middle administration	5
Auxiliary	11	Senior administration	1
Sergeant	5	Professional	1
		Physical stream	2
		Technical	3
Total	176	Total	114

Note: ALOs are included in the unsworn staff count as they are not sworn officers.

Consistent with the NT government's Aboriginal Employment and Career Development Strategy 2021–25, NTPF is required to develop and implement a cultural responsiveness framework to guide all its interactions with Aboriginal people. A framework has been developed for NTPF context but has not been issued on the basis that NT government framework is still being drafted. However, given the extent of NTPF’s day-to-day interactions with Aboriginal people, its ready document should be issued and adopted in all operations without delay. It can be amended later, if necessary, when the NT government framework becomes available.

As for Aboriginal staff in NTPF relating to their experiences and treatment in the workplace, outside Darwin the consultation feedback was largely very positive. They felt included and valued as team members, and felt their contribution on local knowledge and culture provided an important dimension to policing services. However, feedback was less positive in some of the Darwin-based consultations, and there were anecdotal references from Aboriginal and non-Aboriginal staff who reported experiencing or observing racism and poor treatment of staff and community members at various times. (Note, where direct claims were made, the Review team followed them up after consultation meetings to ensure appropriate action.)

¹⁹ Source: NTPF data. Pay period 15 (18 January 2024).

Cultural competency training in one form or another has been delivered to new recruits by the Police College for many years. Since 2021, the Cultural Awareness program has consisted of external cross-cultural consultant presentations, Culturally Responsive Trauma Informed Care training and a written assignment and group presentation on Aboriginal languages. Although this comprehensive education package prepares the recruits to join the junior ranks of the workforce, it does not necessarily remind the more senior workforce of their ongoing responsibilities and obligations to each other and the community.

Regular refresher training should be required for all staff, to ensure skills and knowledge are up to date and informed by outcomes of coronial enquiries, royal commissions, legislative changes, and any institutional developments in this area. To address the new legislative requirement to prevent harassment and discrimination in the workplace, targeted training for supervisors and managers should also be developed or procured in order to meet management's obligations in addition to training individual staff about their responsibilities in this regard.

Implementation of a fatigue management plan to address current burnout and promote work-life balance

Fatigue as a feature of remote policing is discussed under Recommendation 10, though it is a broader issue than custody transfer, given the small size of remote stations and large areas they cover. It presents occupational WHS risks, and there is currently no fatigue management policy in place. In the Police Consent Agreement 2022, NTPA and NTPF agreed to implement a fatigue management policy as follows:

Clause 83: Introduction of a Fatigue Management Policy

- a. The NTPF agrees to develop and implement a fatigue management policy to ensure the work health and safety of members.*
- b. The fatigue management policy will be developed in consultation with the NTPA.*
- c. An approved agreed fatigue management policy is to be published to the workforce within 12 months of the certification of the new agreement.*

It is understood a draft terms of reference for a proposed working party and a draft fatigue management policy have been developed. However, neither of these have progressed. The Review is concerned about the apparent lack of priority from either NTPF or NTPA to progress the policy to implementation.

Without the urgent implementation of a fatigue management policy, the health and wellbeing of members across the NT is compromised. It is crucial that, as agreed, a fatigue management policy is completed and issued as soon as possible to ensure the safety and wellbeing of members.

Appendix 1

Terms of reference

Terms of reference

Background

In response to the evolving needs and expectations of our community the NT Government has announced a comprehensive review of NT Police and its operations encompassing budget allocation, organisational culture, and system design.

As the NT Police force has developed, the need to modernise both policing models and resourcing approaches along with it has become clear. Ensuring appropriate resourcing and approaches for staff wellbeing, training and development along with policing practices that encompass the multitude of staff roles and response models across the agency is critical.

The aim of the Review is to not only enhance accountability and transparency across the Agency, but ensure that community expectations are met and NT Police are appropriately resourced and supported to deliver best-practice policing, in collaboration with other relevant government agencies.

Review structure

An independent consultant will lead the Review. The independent reviewer will be supported by a Review team comprising senior government officials with expertise in relevant fields.

The Review team will consist of senior NT Government officials from:

- NT Police
- Department of Treasury and Finance
- Department of Chief Minister and Cabinet
- Department of Corporate and Digital Development, with expertise in human resource and data analysis.

The Review will report to the Chief Executive Officer, Department of the Chief Minister and Cabinet (CMC) as the Executive Sponsor and the Review team will be located in CMC.

The Reviewer may engage with independent expert advisors with specialist expertise in areas covered by the Terms of Reference to ensure a comprehensive and well-informed assessment.

The Review will be conducted through a combined methodology, including stakeholder meetings and interviews, document analysis, comparative analysis with other jurisdictions, and data analysis.

A range of stakeholders will be consulted, including the NT Police Association.

Scope

The Review will consider the following key areas:

Functional alignment and capability

- The current organisational structure, including but not limited to:
 - current workflow analysis and management controls
 - staffing structures (including civilian and auxiliary police)
 - remote and regional policing model and staffing operations.
- The context and operating environment together with the organisational vision and key objectives, and whether these align with the current organisational structure and requirements.
- Staff development and training opportunities, including non-policing operational support, and pathways for sworn officers to move into civilian roles.
- Organisational culture, examining leadership practices, accountability and integrity mechanisms, diversity and inclusion, employee wellbeing, and adherence to professional standards – including fatigue management and minimum staffing.

Systems and practice

- Review of General Orders and other relevant policy and practice to ensure they are fit-for-purpose, and meet the HR needs of the organisation together with community expectations.
- The design and application of policing systems, including response protocols, internal communication channels, data management, and integration of modern technologies for improved policing.
- Considering the majority of interactions on the frontline, either perpetrators or victims, are Aboriginal, consideration of NT Police's relationship and engagement with cultural leaders and authorities and how these can be leveraged and improved for a more culturally appropriate and efficient workforce, and enhanced community policing outcomes.

Financial

- Current budget trends, including resource distribution across operational units, capital expenditures, Commonwealth investment, grant revenue, personnel costs, training programs, technology investments and community engagement initiatives, with identification of possible efficiencies, revenue streams, risks and cross-agency collaborative opportunities.

Noting the geographical expanse of the NT, the Review will consider, at minimum, the operational model, practices and approaches applying to police stations across the NT ensuring consideration is given to stations of differing staffing sizes, minimum safe staffing structures, infrastructure and system requirements.

Deliverables and timeframe

The Review will commence on 1 September 2023 with a final report to be provided to the NT government by 31 March 2024.

The Review will make recommendations on what changes may be required to NT Police to ensure it meets contemporary best practice and community expectations (including response times) with a view to improving the effectiveness and efficiency of the force and achieve its strategic intent to serve and protect the community. The report will be evidence-based with recommendations aimed at optimising budget utilisation, fostering a positive and inclusive organisational culture with a focus on wellbeing, refining organisational and system design and enhancing community-police relations.

Appendix 2

Consultations and submissions

External stakeholder engagement

Table 1 – Aboriginal corporations, land councils and not for profit organisations

Stakeholder name	Stakeholder group	Consultation type
Aboriginal Peak Organisations Northern Territory	Aboriginal corporation	Face-to-face consultation
Anindilyakwa Land Council	Aboriginal land council	Face-to-face consultation
Binjari Community Aboriginal Corporation	Aboriginal corporation	Face-to-face consultation
Central Australian Women's Legal Service	Aboriginal legal services	Face-to-face consultation
Central Australian Youth Justice Network	Not for profit organisation	Face-to-face consultation
Central Land Council	Aboriginal land council	Face-to-face consultation Written submission
Gap Youth and Community Centre	Aboriginal corporation	Face-to-face consultation
Jawoyn Association	Aboriginal corporation	Face-to-face consultation
Kalano Community Association	Aboriginal corporation	Face-to-face consultation
Larrakia Nation	Aboriginal corporation	Face-to-face consultation
Mabunji Aboriginal Resource Indigenous Corporation	Aboriginal corporation	Face-to-face consultation
Northern Australian Aboriginal Justice Association	Aboriginal legal service	Written submission
Northern Land Council	Aboriginal land council	Face-to-face consultation
Rirratjingu Aboriginal Corporation	Aboriginal corporation	Face-to-face consultation
Tangentyere Council	Aboriginal corporation	Face-to-face consultation
Women's Safety Services of Central Australia	Not for profit organisation	Face-to-face consultation
Wurli Wurlinjang Health Service	Aboriginal health services	Face-to-face consultation

Table 2 – Local government

Stakeholder name	Consultation type
Central Desert Regional Council	Face-to-face consultation
City of Darwin	Face-to-face consultation
East Arnhem Regional Council	Face-to-face consultation Written submission
MacDonnell Regional Council	Face-to-face consultation
Roper Gulf Regional Council	Face-to-face consultation Written submission

Table 3 – Northern Territory government agencies

Stakeholder name	Consultation type
Department of Corporate and Digital Development	Face-to-face consultation Written submission
Department of Education	Face-to-face consultation Written submission
Department of Environment, Parks and Water Security	Face-to-face consultation
Department of Health	Face-to-face consultation
Department of Industry, Tourism and Trade (DITT)	Face-to-face consultation Written submission
Department of Infrastructure, Planning and Logistics	Face-to-face consultation Written submission
Department of Territory Families, Housing and Communities	Face-to-face consultation Written submission
Department of the Attorney-General and Justice (AGD)	Face-to-face consultation
Department of the Chief Minister and Cabinet	Face-to-face consultation Written submission
Department of Treasury and Finance	Face-to-face consultation
Director of Public Prosecutions	Face-to-face consultation Written submission
Independent Commissioner Against Corruption	Face-to-face consultation
Liquor, Racing and Gaming Licensing Division, DITT	Face-to-face consultation
Members of the Legislative Assembly	Face-to-face consultation
Northern Territory Correctional Services, AGD	Face-to-face consultation
Ombudsman NT	Face-to-face consultation

Table 4 – Interjurisdictional stakeholders

Agency	Consultation type
Australian Federal Police	Face-to-face consultation Provided information
National Indigenous Australians Agency	Face-to-face consultation Provided information
New South Wales Police Force	Provided information
New Zealand Police Force	Provided information
Queensland Police Force	Face-to-face consultation Provided information
Tasmania Police Force	Provided information
Victoria Police Force	Face-to-face consultation Provided information
Western Australia Police Force	Provided information

Table 5 – Other stakeholders

Stakeholder name	Consultation type
Australasian College for Emergency Medicine	Written submission
Cloud Street Consulting	Face-to-face consultation
Northern Territory Cattlemen's Association	Face-to-face consultation
Northern Territory Council of Social Services	Face-to-face consultation Written submission
Northern Territory Police Association	Face-to-face consultation Written submission
NT Neighbourhood Watch	Teams virtual meeting
Private security industry	Face-to-face consultation
Project S Technologies	Face-to-face consultation Written submission
Tin Truck Consulting Pty Ltd	Written submission
Various retired police officers	Face-to-face consultation Written submission

Table 6 – NT Police Review website *Have your say* public survey

Stakeholder type	Consultation type
Survey respondents	26
Visits to the <i>Have your say</i> website	360
Written submissions received via email	52

Internal NTPFES stakeholders

Table 7 – Sworn officers

Rank	Consultation type
Aboriginal Community Police Officers	Face-to-face consultation
Assistant Commissioners	Face-to-face consultation
Auxiliaries	Face-to-face consultation
Commanders	Face-to-face consultation
Constables	Face-to-face consultation
Deputy Commissioners	Face-to-face consultation
Office of the Commissioner and CEO	Face-to-face consultation
Senior Sergeants	Face-to-face consultation
Sergeants	Face-to-face consultation
Superintendents	Face-to-face consultation

Table 8 – Corporate and business support, and other services

Business unit or service	Consultation type
CCTV Unit	Face-to-face consultation
Chief Finance officer	Face-to-face consultation
Chief Operating Officer	Face-to-face consultation
Communications and Electronic Systems Support	Face-to-face consultation
Community Resilience and Engagement Command (including Aboriginal Liaison Officers)	Face-to-face consultation
Digital Transformation	Face-to-face consultation
Forensic Services Branch	Face-to-face consultation
Governance and Business Improvement	Face-to-face consultation
Human Resources and Wellbeing	Face-to-face consultation
Information Management	Face-to-face consultation
Infrastructure	Face-to-face consultation
Legal and Law Reform	Face-to-face consultation
Logistics Division	Face-to-face consultation
Media and Corporate Communications	Face-to-face consultation
Northern Territory Emergency Services	Face-to-face consultation
Northern Territory Fire and Rescue Service	Face-to-face consultation
Risk Management and Internal Audit	Face-to-face consultation
Secretariat	Face-to-face consultation
Strategic Policy	Face-to-face consultation

Table 9 – Northern Territory regional police stations

Station	Consultation type
Alice Springs	Face-to-face consultation
Katherine	Face-to-face consultation

Table 10 – Urban police stations

Station	Consultation type
Casuarina	Face-to-face consultation
Darwin	Face-to-face consultation
Humpty Doo	Face-to-face consultation
Nightcliff	Face-to-face consultation
Palmerston	Face-to-face consultation
Peter McAulay Centre	Face-to-face consultation

Table 11 – Northern Territory remote police stations, posts and multi-jurisdictional facilities

Station	Consultation Type
Adelaide River	Face-to-face consultation
Ali Curung	Face-to-face consultation
Alyangula	Face-to-face consultation
Angurugu	Face-to-face consultation
Arlparra	Face-to-face consultation
Batchelor	Face-to-face consultation
Borrooloola	Face-to-face consultation
Daly River	Face-to-face consultation
Elliott	Face-to-face consultation
Galiwinku	Teams virtual meeting
Gapuwiyak (Lake Evella)	Teams virtual meeting
Gunbalanya	Face-to-face consultation
Harts Range	Face-to-face consultation
Hermannsburg (Ntaria)	Face-to-face consultation
Jabiru	Face-to-face consultation
Kalkarindji	Teams virtual meeting
Kintore	Teams virtual meeting
Kulgera	Face-to-face consultation
Maningrida	Face-to-face consultation
Maranboy	Face-to-face consultation
Mataranka	Face-to-face consultation
Mutitjulu	Face-to-face consultation
Ngukurr	Teams virtual meeting
Nhulunbuy	Face-to-face consultation
Papunya	Face-to-face consultation
Peppimenarti	Face-to-face consultation
Pine Creek	Face-to-face consultation
Ramingining	Face-to-face consultation
Tennant Creek	Face-to-face consultation
Ti Tree	Face-to-face consultation
Timber Creek	Teams virtual meeting
Wadeye (Port Keats)	Face-to-face consultation
Wurrumiyanga	Face-to-face consultation
Yuendumu	Face-to-face consultation
Yulara	Face-to-face consultation

Appendix 3

Consultation themes

External stakeholders

Structure and staffing operations	Staff wellbeing	General orders and policies	Regional and remote policing	Workplace culture	Systems and internal communications	Budget
Inter-agency collaboration <ul style="list-style-type: none"> • NTG agencies need to work together more collaboratively 	Police not supported <ul style="list-style-type: none"> • General negative sentiment on police wellbeing and welfare process 		Inadequate/poor engagement <ul style="list-style-type: none"> • Between police and Aboriginals, police and elders/community leaders • Need greater cultural awareness training 	Police not supported <ul style="list-style-type: none"> • General negative sentiment on police wellbeing and welfare 	Ineffective JESCC <ul style="list-style-type: none"> • Long call wait times • No local knowledge • Lack of cultural awareness • Sometimes no one answers 131 444 or takes too long 	
Lack of police <ul style="list-style-type: none"> • Police are not doing core policing roles • Have enough staff but not at experienced levels • Response times reflect staffing levels 	Fatigue management <ul style="list-style-type: none"> • Increase of overtime, stress and negative wellbeing is due to no fatigue management policy 		Remote infrastructure <ul style="list-style-type: none"> • Stations and housing are in poor condition • Ageing infrastructure needs updating 			
Stability <ul style="list-style-type: none"> • No stability at executive level • No working relationships between agencies due to turnover • Relationships good but hard to maintain due to turnover 			Lack of police <ul style="list-style-type: none"> • Need more police in remote areas • No proactive policing due to lack of numbers • Need more Aboriginal police leaders and more Aboriginal police members 			
ALOs and ACPOs <ul style="list-style-type: none"> • Positive feedback across all consultations • Would like to see more ALOs/ACPOs 						

Internal stakeholders

Structure and staffing operations	Staff wellbeing	General orders and policies	Regional and remote policing	Workplace culture	Systems and internal communications	Budget
Insufficient staffing numbers <ul style="list-style-type: none"> Not enough numbers to meet demand Only have one to three vans Ongoing requests for remote/relief If areas had everyone who are on the books, they could operate efficiently Doing other agency work 	Sick leave <ul style="list-style-type: none"> Explains lack of resources Looks like enough staff on paper Hard to manage Sick leave provision has to go Should retire members out earlier 	Over-reporting and onerous general orders/policies <ul style="list-style-type: none"> Superfluous/complicated general orders and policies Massive administrative burden Taking members away from core duties on the frontline 	Infrastructure <ul style="list-style-type: none"> Remote housing and stations are below standard Still living in dongas in some communities 	Morale is poor <ul style="list-style-type: none"> Experienced racism Civilians treated poorly by police Perceptions of favouritism and nepotism Unrealistic expectations placed on members 	Lack of technology/systems support <ul style="list-style-type: none"> SerPro (concerns) Remote communications need attention JESCC system College/ information/ record/data management systems Issues with DCDD 	Not a focus for police <ul style="list-style-type: none"> Not trained to manage a budget Staff feel budget doesn't impact operations Can't expand capability as no money
Lack of administration and back end support <ul style="list-style-type: none"> Police doing corporate/business administration tasks Increase in reporting requirements 	Wellbeing – positive <ul style="list-style-type: none"> Happy with how the HR direction is going Appreciate psychologists and welfare checks Welfare checks should be mandatory 	Inefficiencies with the discipline process <ul style="list-style-type: none"> Managers not adequately trained in this area 	Lack of incentives <ul style="list-style-type: none"> Receive no on-call allowance Bonuses? 	Morale is good <ul style="list-style-type: none"> Camaraderie between members is good Culture is getting better Positive workplace culture within teams 	Lack of administrative support <ul style="list-style-type: none"> DCDD Procurement Paper-based records management 	Deficient budget to meet demand <ul style="list-style-type: none"> Fund from within No growth to support increase in demand
Infrastructure <ul style="list-style-type: none"> College JESCC Stores/property 	Wellbeing – negative <ul style="list-style-type: none"> No communication, Welfare checks not effective Model is passive and reactive Wellbeing strategy is window dressing/lip service 	Separation of powers <ul style="list-style-type: none"> Reach in from government Knee jerk reactions Taking police time and resources to respond Political interference around decision-making 	Alternative remote staffing models <ul style="list-style-type: none"> FIFO model Territory relief pool model Surge workforce 12-month placements 	Leadership/ management <ul style="list-style-type: none"> Leadership is stretched, leading to bad workplace culture Lack of communication/support from management Increased workload and increased stress on members Disconnect between the bosses and members Lack of consultation/communication between levels 		Superannuation <ul style="list-style-type: none"> Need a better superannuation rate or pension to try and get police to stay longer in the force
Professional development <ul style="list-style-type: none"> No career pathways for civilians, Auxiliaries or ACPOs No leadership or management training Can't release staff for personal development 	Fatigue management <ul style="list-style-type: none"> No fatigue policy Causing staff burnout Workload = stress 	Inadequate facilities and support for families <ul style="list-style-type: none"> Vocational/educational access Security/safety 				

Appendix 4

Case studies

Case studies

Case study 1: Policing at Gunbalanya (Oenpelli)

At Gunbalanya Police Station, the staffing structure is one Remote Sergeant and 3 Constables. Actual staffing is 1 Remote Sergeant, 2 Constables and 1 ALO. One of the Constable positions is unable to be permanently filled due to lack of available housing for officers. One of the Constable positions is being filled temporarily on a relief basis from Katherine.

When the Review team visited, the Remote Sergeant was in Darwin for training and 1 Constable was on leave. This left the station staffed by 1 female Constable, who was on probation at the time having graduated from the College 4 months prior, and 1 female ALO. Over the 3 weeks following the visit, only 2 officers were available and rostered for duty.

The Gunbalanya police district covers about 22,000km², ranging from the East Alligator River border with Kakadu National Park, west to the Liverpool River and north to the tip of Cobourg Peninsula. Gunbalanya Police Station also services Manmoyi, Noni, Mamadawerre, Mikginj Valley, Wilgi, Irdul Point and Black Point. The population of Gunbalanya is about 1,300 people.

The closest station to Gunbalanya is Jabiru Police Station, about 60km away, however access is dependent on tidal levels of the river at Cahills Crossing. Jabiru Police Station's staffing structure is 1 Sergeant and 6 Constables, however at the time the Review team visited, only the Sergeant was present due to all other officers being on leave or awaiting transfer, or positions were vacant.

At the time of the Review team's visit to Gunbalanya, the officers had worked 18 hours of overtime on their rostered day off due to community unrest and had over 40 outstanding jobs in the 'admin bin' that required police attention in one form or another. One officer said the high level of fatigue being experienced at that time was further attributed to assisting Jabiru police with a 5-day search for a missing person in Kakadu National Park during the previous week. This resulted in extremely long days in the sun and required a high level of overtime.

The officer expressed that working in a community alone with no backup is not best practice, not operationally sound and does not provide a feeling of safety. If JESCC determines police are required to attend an incident, the officer will wait until a second officer arrives from Jabiru before responding. This impacts response times and in turn the community confidence in police.

The Gunbalanya officer said the administrative duties required of police can be very time-consuming and can prevent officers from being out on the road and undertaking proactive policing. The officer suggested having an administration officer in the station would assist them immensely and give officers more opportunities to be proactive in the community.

Due to the remoteness of this community, the time taken to complete an arrest can be significant. For example, an arrest that occurred at 9:00am a few days prior consumed 13 hours of both officers' time to complete from start to finish (laying charges, file preparation, custody transfer to Darwin, etc.). This resulted in those officers being unavailable for any callouts during that time. Of that time, the prisoner transfer (to Palmerston) took 7 hours. During that 7 hours, there was no police presence in the community at all and any response would have relied on officers from Jabiru.

The biggest concern for the police officers is alcohol in the community and the consequent effects of its consumption. There is a noticeable difference in the community when the river makes road access impassable, as it results in limited ability for alcohol to get into the community. The community expectation is that police check nearly every car passing over the river crossing to intercept any 'grog running'. If alcohol makes its way into Gunbalanya, the effects can also be felt in communities further afield, including Maningrida (215km away) and Ramingining (263km away). Any lack of the proactive alcohol policing from Gunbalanya officers results in more reactive jobs for all officers and dissatisfaction with policing services by community members. With one police officer in community, proactive patrols are limited.

The 2022 Police Consent Agreement includes a clause that officers will be 'reasonably available' when working in remote stations. Officers told the Review team that they understood this to mean they are 'expected to be on-call 24/7'. This diminishes their wellbeing by providing no work-life balance. Many remote officers across all the consultations expressed their frustration with this clause.

The Gunbalanya officer suggested options should be provided for officers to unwind when not on shift that promote positive wellbeing, such as gym facilities or a 'break-out area' that provides the ability for officers to relax and switch off from duty. A majority of remote officers who spoke with the Review team mentioned that these small things make the difference in an officer's decision to apply to serve in remote locations.

Quotes attributed to the Gunbalanya officer:

I'm still trying to figure out how to manage the fatigue here. How do you manage your wellbeing when you must be reasonably available all of the time?

Waking up (for a callout) and being expected to perform well is challenging and hard to adapt to.

It's hard when you are expected to keep up your fitness but there is no equipment provided to do so.

It's a real challenge that there are about 1,300 people in this community, but only 2 officers working.

The police housing shouldn't be in the community. Having it separate is a way to instil in community members that you need to call police if you need help, instead of just rocking up at their house. People just come and yell out at the houses.

We couldn't do what we do out here without our ALO. She goes above and beyond for this job and is pivotal to the work done out here. She is incredibly valuable.

I get a lot of support from the Remote Sergeant. Not sure how I would go if I didn't have his support out here.

I'd recommend remote policing to those people who are looking for a challenge. It's not for everyone and it can be really isolating, especially in the wet season, when you're away from your friends and family for extended periods of time. However you have to look on the flip side and know that it is a rewarding experience, you are building relationships within the community, and working with a team that is committed to delivering a really good frontline service. And you would be hard pressed finding a more beautiful place to live and work in the NT.

Case study 2: Four generations of the Sandy family in the NTPF

It is a testament to their commitment to the people of the NT, particularly their Aboriginal families and community, that 4 generations of the Sandy family have served with the NTPF in the Barkly region of the NT, adding up to over 51 years of service.

In 1977, Danny Sandy Senior joined the NTPF as a Police Liaison Officer and went on to become a Police Aide, a Constable and an ACPO. Danny Sandy Senior resigned in 1994 and sadly passed away at a relatively young age a short time later.

Unusually perhaps, Danny Senior's father, John Sandy, followed him into the NTPF in 1981 when he joined as an Aboriginal Police Tracker. John was stationed at Daly Waters from 1981 to 1984, Ali Curung from 1984 to 1989 and Avon Downs from 1989 to 1991. Avon Downs was John's last posting before his retirement in 1991. John retired to the community of Elliott where he lived until his death.

In 2006, ACPO Daniel (Danny) Sandy Junior joined the NTPF and is a current serving member at the Elliott Police Station.

In 2019, Corey Sandy (S/ACPO Sandy's son) joined the NTPF as an ALO, also with the Elliott Police Station and continues to work alongside his father.

In early December 2023, the Review team visited Elliott Police Station to speak with the members, including S/ACPO Danny Sandy and ALO Corey Sandy.

S/ACPO Sandy and ALO Sandy acknowledged the jobs they have are special to them having been in their family for so many years. S/ACPO Sandy told the Review team that *"The camaraderie in this job brings me to work. I love the people and the station, it has something special in my heart."*

His son Corey shared with the Review team that *"I want to keep it in the family tradition. I really enjoy it and love working with my dad because he teaches me community policing while working with him."*

The ALO program has been a great pathway for Corey to start his career as it is his first job. Corey has been enjoying the ALO program and is keen to continue learning from the members around him, including his father, and increase his role and responsibilities as his skills develop.

The members at the Elliott Police Station acknowledged how valuable the Sandys are for the organisation and the service delivered by the police to the community. The officers enjoy working with the Sandys and believe they are a vital part of their jobs. One member told the team *"I am enjoying Elliott because having Danny as an experienced officer is really good for me to learn from. It's a good pace here to be able to learn. He teaches me how to engage with the community really well and that's the part I love the most about the job."*

S/ACPO Sandy has seen the roles of ACPOs, ALOs and Police Aides change over the years. S/ACPO Sandy sees the ACPO role has transitioned to be similar to a Constable now and the ALO role is very similar to the former Police Aide. However, each of these roles plays a vital part to community policing and the services police deliver.

The lead reviewer worked directly with John and Danny Senior. Both men were not naive about the difficult history between police and Aboriginal and Torres Strait Islander people in the NT and Australia, however, they both had a clear idea of the importance of policing to ensure the safety and wellbeing of Aboriginal and Torres Strait Islander people, and the critical role they had in helping non-Aboriginal police to understand the importance of culture and law.

Clearly that understanding is shared by Danny Junior and Corey, who continue to serve the community of Elliott and other parts of the Barkly region.

Appendix 5

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Data

Introduction

As mentioned in the Review methodology section of this report, the Review included a targeted data collection phase with numerous specific information requests made to NTPF, DTF and DCDD. Relevant materials from open source and academic databases and consenting inter-jurisdictional policing services were also obtained for comparative analysis and literature review.

Data gathered, and the analysis of it, has made a significant contribution to this review by answering questions, supporting information obtained through consultations, identifying areas for further examination, and ultimately informing its findings. The report's recommendations and accompanying texts are based on evidence in this appendix.

The intent of this appendix is to present data used by the review, and the intelligence it afforded, to the readers of this report. It provides detailed information in table and chart form citing sources, and is designed to demonstrate the evidence base of the Review report.

1 - KPI analysis by output group

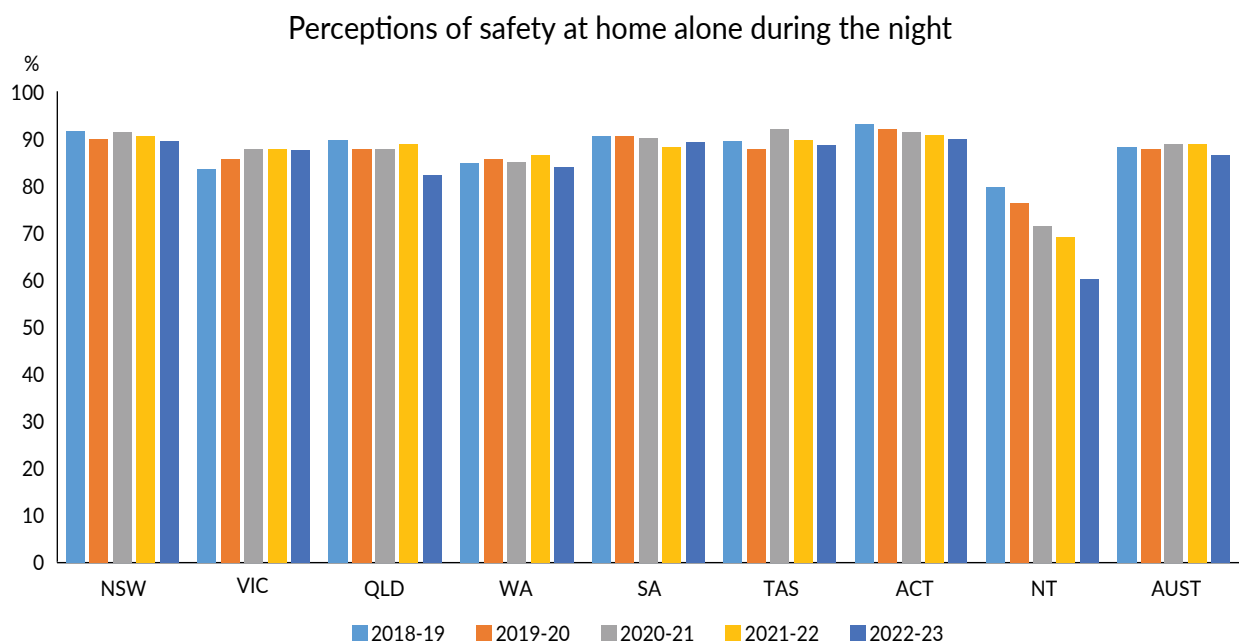
NTPF Performance													
Output group 1 – community safety and crime prevention													
Performance against key performance indicators		2022-23 Target	2022-23 Actual	2021-22 Actual	2020-21 Actual	2019-20 Actual	2018-19 Actual	2017-18 Actual	2016-17 Actual	2015-16 Actual	2014-15 Actual	2013-14 Actual	
People who felt safe home alone at night		≥ 80%	60.3%	69.2%	71.5%	76.5%	79.8%	80.2%	79.1%	84.0%	85.1%	85.9%	
People who were satisfied in general with police services		≥ 80%	61.3%	71.6%	71.8%	75.9%	73.3%	75.3%	69.4%	75.7%	72.3%	75.5%	
People who agreed that police perform their job professionally		≥ 85%	76.7%	78.3%	82.8%	83.2%	84.5%	81.0%	83.1%	86.8%	82.3%	86.3%	
Output group 2 - general policing, crime detection, investigation and prosecution													
Performance against key performance indicators		2022-23 Target	2022-23 Actual	2021-22 Actual	2020-21 Actual	2019-20 Actual	2018-19 Actual	2017-18 Actual	2016-17 Actual	2015-16 Actual	2014-15 Actual	2013-14 Actual	
000 calls answered with 10 seconds		≥ 90%	76.4%	80.6%	92.7%	91.4%	90.6%	96.4%	95.5%	94.4%	94.1%	88.8%	
131 444 calls answered with 20 seconds		≥ 85%	60.0%	66.1%	88.5%	87.1%	85.9%	92.2%	86.0%	85.1%	85.5%	79.5%	
People who were satisfied with police in most recent contact		≥ 80%	70.8%	72.9%	82.7%	82.3%	81.5%	80.3%	80.7%	83.6%	83.8%	83.0%	
Youth diversions as a proportion of youth diversion considerations		≥ 30%	33.4%	33.5%	32.2%	42.2%	42.0%	46.7%	39.4%	34.9%	33.0%	39.0%	
Rate of re-offending after youth justice conferences		≤ 40%	23.7%	36.5%	40.8%	40.8%	26.2%	17.4%	13.6%	15.0%	15.0%	18.0%	
Output group 3 - road safety services													
Performance against key performance indicators		2022-23 Target	2022-23 Actual	2021-22 Actual	2020-21 Actual	2019-20 Actual	2018-19 Actual	2017-18 Actual	2016-17 Actual	2015-16 Actual	2014-15 Actual	2013-14 Actual	
Drivers breath tested		≥ 159,000	100,612	55,295	97,948	139,850	142,948	164,646	179,103	180,330	174,184	164,059	
People who had driven in the previous six months when possibly over the alcohol limit		≤ 10%	9.5%	10.0%	8.5%	9.1%	12.4%	11.0%	11.4%	12.2%	11.3%	10.5%	
People who had driven in the previous six months more than 10km/h above the speed limit		≤ 60%	62.0%	63.5%	67.3%	65.8%	64.8%	64.9%	65.8%	66.6%	62.1%	63.8%	
Road deaths per 100,000 registered vehicles		≤ 20	19.5	27.1	22.7	19.3	22.9	25.8	28.3	27.9	26.4	27.6	

Source: Extracted from NTPFES Annual Reports from 2013-14 to 2022-23; <https://pfes.nt.gov.au/corporate/publications>

2 - Perceptions of safety at home alone during the night

Perceptions of safety at home alone during the night - proportion who felt safe

Financial year	NSW %	VIC %	QLD %	WA %	SA %	TAS %	ACT %	NT %	AUST %
2018-19	91.9	83.8	89.9	85.0	90.9	89.6	93.4	79.8	88.5
2019-20	90.2	85.9	88.0	85.9	90.7	88.0	92.3	76.5	88.1
2020-21	91.6	88.0	88.1	85.3	90.4	92.3	91.6	71.5	89.1
2021-22	90.9	88.1	89.1	86.8	88.4	89.8	91.0	69.2	89.0
2022-23	89.7	87.7	82.5	84.2	89.5	88.9	90.1	60.3	86.8



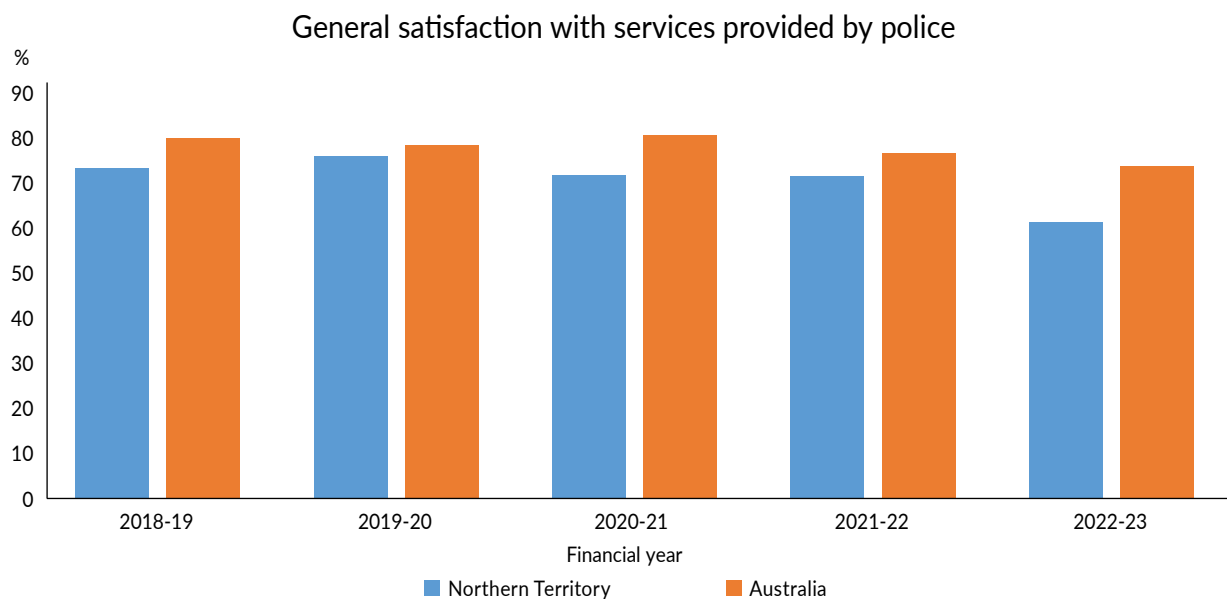
Source: Productivity Commission, Report on Government Services 2024, Part C, Table 6A.20; <https://www.pc.gov.au/ongoing/report-on-government-services/2024/justice/police-services>.

Note: The safety perception; at the 95% confidence interval (a reliability estimate) associated with each estimate is reported (for example, 80.0% \pm 2.7 percentage points). Care should be taken in interpreting small differences in survey results as the data is subject to sampling error. Refer to the source link for more details.

3 - General satisfaction with services provided by police

General satisfaction with services provided by police

Financial year	NSW %	VIC %	QLD %	WA %	SA %	TAS %	ACT %	NT %	AUST %
2018-19	80.0	78.2	81.4	79.3	81.5	85.2	80.8	73.3	79.9
2019-20	75.4	78.5	80.9	78.2	83.1	80.9	78.2	75.9	78.3
2020-21	79.4	79.5	82.4	82.4	84.5	82.5	80.8	71.8	80.7
2021-22	75.5	76.7	75.2	80.2	82.3	79.9	76.3	71.6	76.8
2022-23	74.1	73.1	72.6	75.6	78.8	78.3	68.7	61.3	73.9



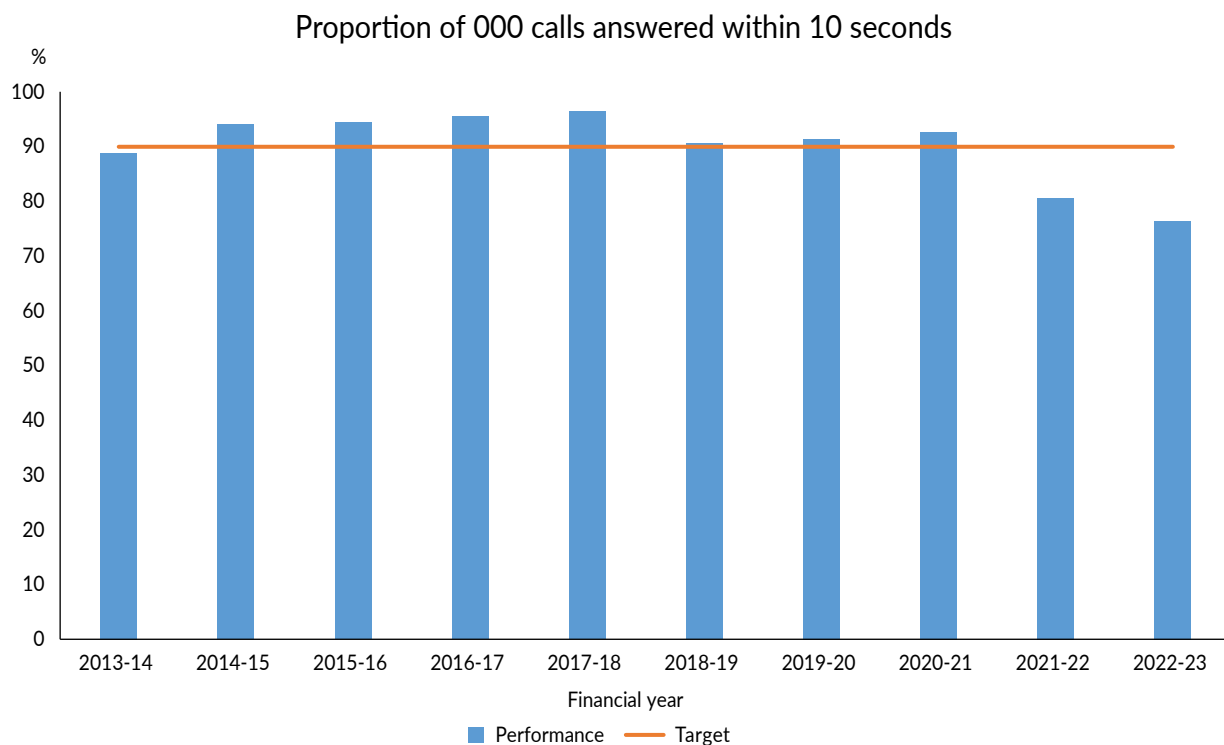
Source: Productivity Commission, *Report on Government Services 2024, Part C, Table 6A.6*; <https://www.pc.gov.au/ongoing/report-on-government-services/2024/justice/police-services>.

Note: The satisfaction rate at the 95% confidence interval (a reliability estimate) associated with each estimate is reported (for example, 80.0% \pm 2.7 percentage points). Care should be taken in interpreting small differences in survey results as the data is subject to sampling error. Refer to the source link for more details.

4 - Proportion of 000 calls answered within 10 seconds from 2013-14 to 2022-23

Proportion of 000 calls answered within 10 seconds

Financial Year	Performance %	Target %
2013-14	88.8	90.0
2014-15	94.1	90.0
2015-16	94.4	90.0
2016-17	95.5	90.0
2017-18	96.4	90.0
2018-19	90.6	90.0
2019-20	91.4	90.0
2020-21	92.7	90.0
2021-22	80.6	90.0
2022-23	76.4	90.0

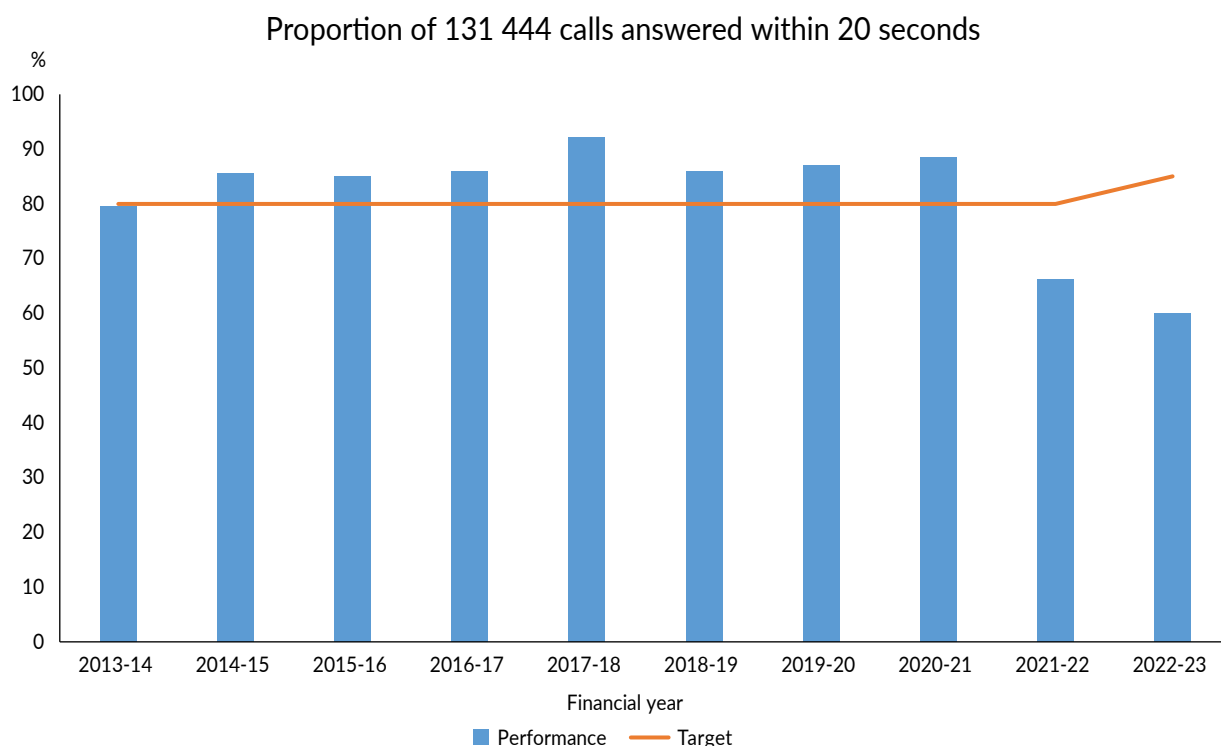


Source: Extracted from NTPFES Annual Reports from 2013-14 to 2022-23; <https://pfes.nt.gov.au/corporate/publications>.

5 - Proportion of 131 444 calls answered within 20 seconds from 2013-14 to 2022-23

Proportion of 131 444 calls answered within 20 seconds

Financial Year	Performance %	Target %
2013-14	79.5	80.0
2014-15	85.5	80.0
2015-16	85.1	80.0
2016-17	86.0	80.0
2017-18	92.2	80.0
2018-19	85.9	80.0
2019-20	87.1	80.0
2020-21	88.5	80.0
2021-22	66.1	80.0
2022-23	60.0	85.0



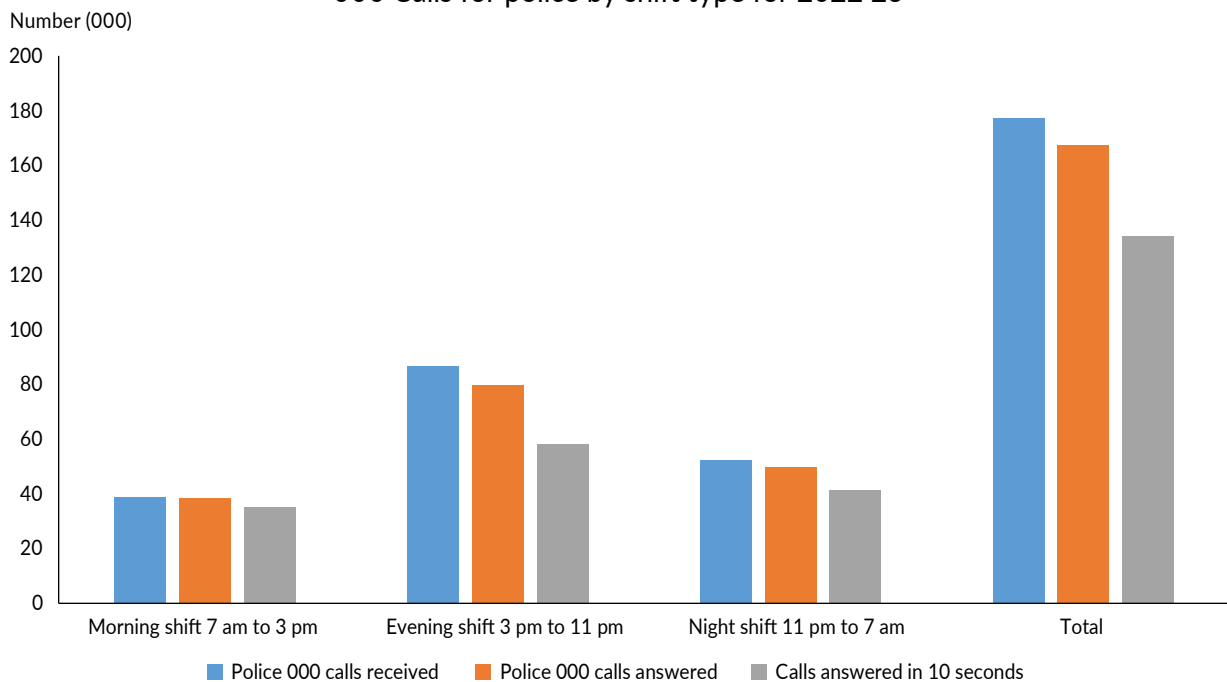
Source: Extracted from NTPFES Annual Reports from 2013-14 to 2022-23; <https://pfes.nt.gov.au/corporate/publications>.

6 - 000 call volume for police services by shift type for 2022-23

000 calls by shift type 2022-23

Shift	Police 000 calls received	Police 000 calls answered	Calls answered in 10 seconds	% of calls answered in 10 seconds
Morning Shift 7 AM to 3 PM	38 571	38 274	34 982	90.7
Evening Shift 3 PM to 11 PM	86 390	79 597	57 806	66.9
Night Shift 11 PM to 7 AM	51 902	49 484	40 968	78.9
Total	176 863	167 355	133, 56	75.6

000 Calls for police by shift type for 2022-23



Source: Extracted from NTPFES Annual Reports from 2013-14 to 2022-23; <https://pfes.nt.gov.au/corporate/publications>.

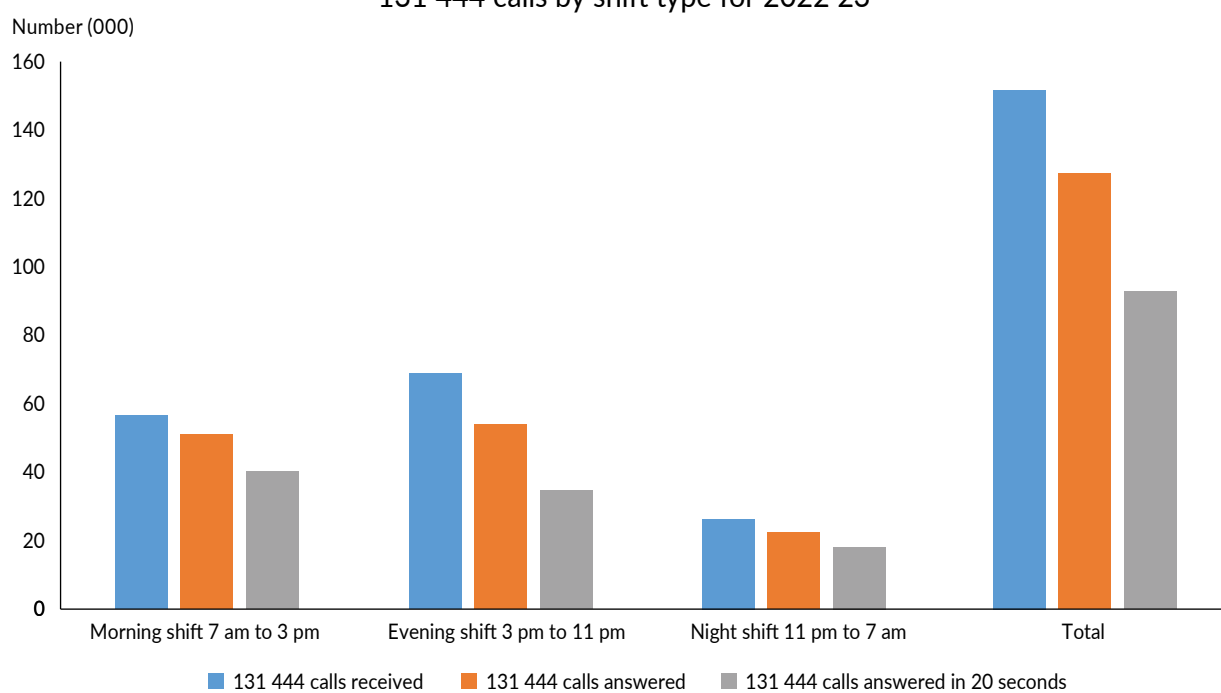
Note: Call counts for 000 also include the calls received on 000 fire queues where police assistance was required.

7 - 131 444 call volume by shift type for 2022-23

131 444 calls by shift type for 2022-23

Shift	131 444 Calls received	131 444 Calls answered	131 444 Calls answered in 20 seconds	% of 131 444 Calls answered in 20 seconds
Morning Shift 7 AM to 3 PM	56 495	51 022	40 259	71.3
Evening Shift 3 PM to 11 PM	68 899	53 952	34 580	50.2
Night Shift 11 PM to 7 AM	26 360	22 461	18 138	68.8
Total	151 754	127 435	92 977	61.3

131 444 calls by shift type for 2022-23

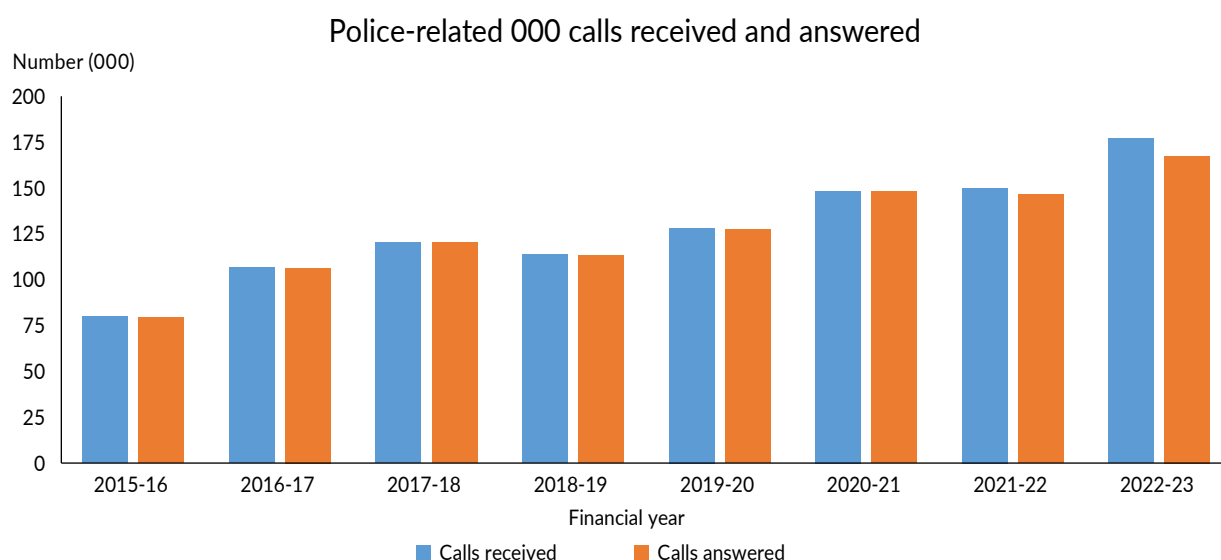


Source: Extracted from JESCC call count report provided by NTPF.

8 - 000 call volume for police from 2015-16 to 2022-23

000 calls for police from 2015-16 to 2022-23

Financial year	Calls received	Calls answered
2015-16	79 705	79 530
2016-17	106 573	106 294
2017-18	120 094	119 998
2018-19	113 645	112 939
2019-20	128 051	127 398
2020-21	148 395	148 005
2021-22	149 926	146 629
2022-23	176 863	167 355



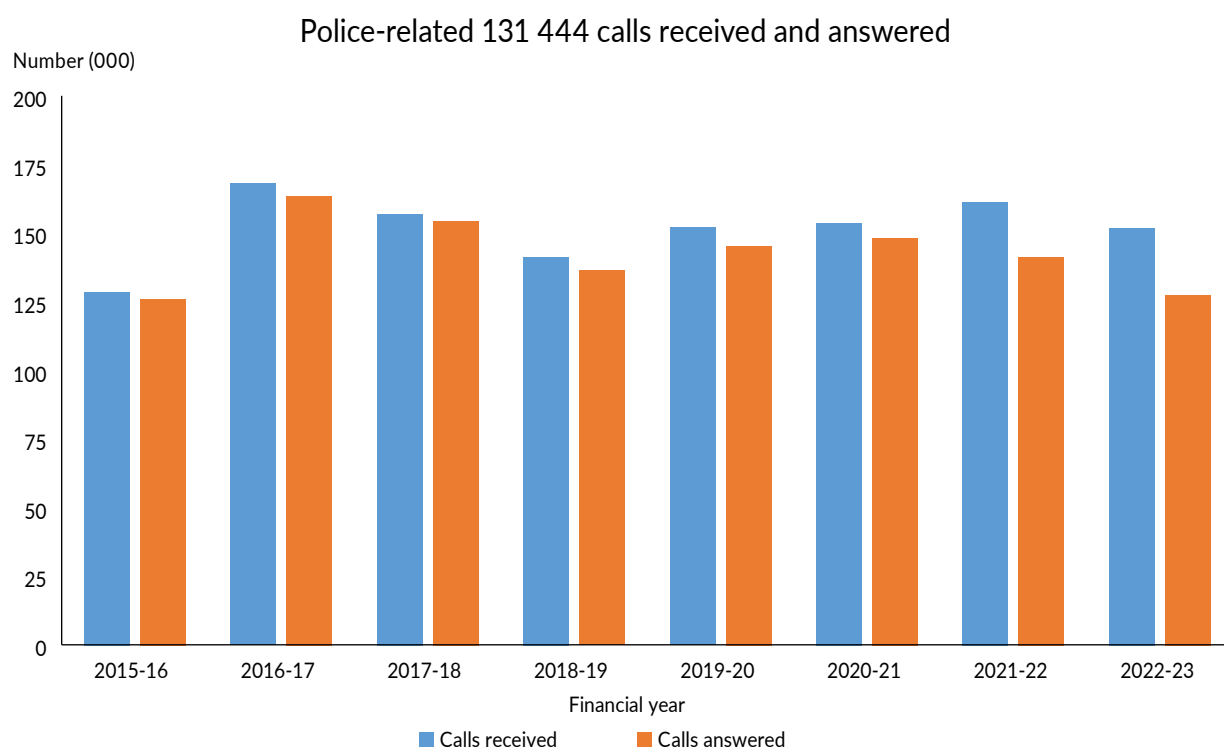
Source: Extracted from 'JESCC All Calls by Shift' Report provided by NTPF.

Note: 000 police calls also include calls received on 000 fire queues where police assistance was required.

9 - 131 444 call volume for police from 2015-16 to 2022-23

131 444 calls for police from 2015-16 to 2022-23

Financial year	Calls received	Calls answered
2015-16	128 726	125 933
2016-17	168 065	163 557
2017-18	157 041	154 417
2018-19	141 419	136 403
2019-20	151 990	145 133
2020-21	153 833	148 108
2021-22	161 183	141 372
2022-23	151 754	127 435

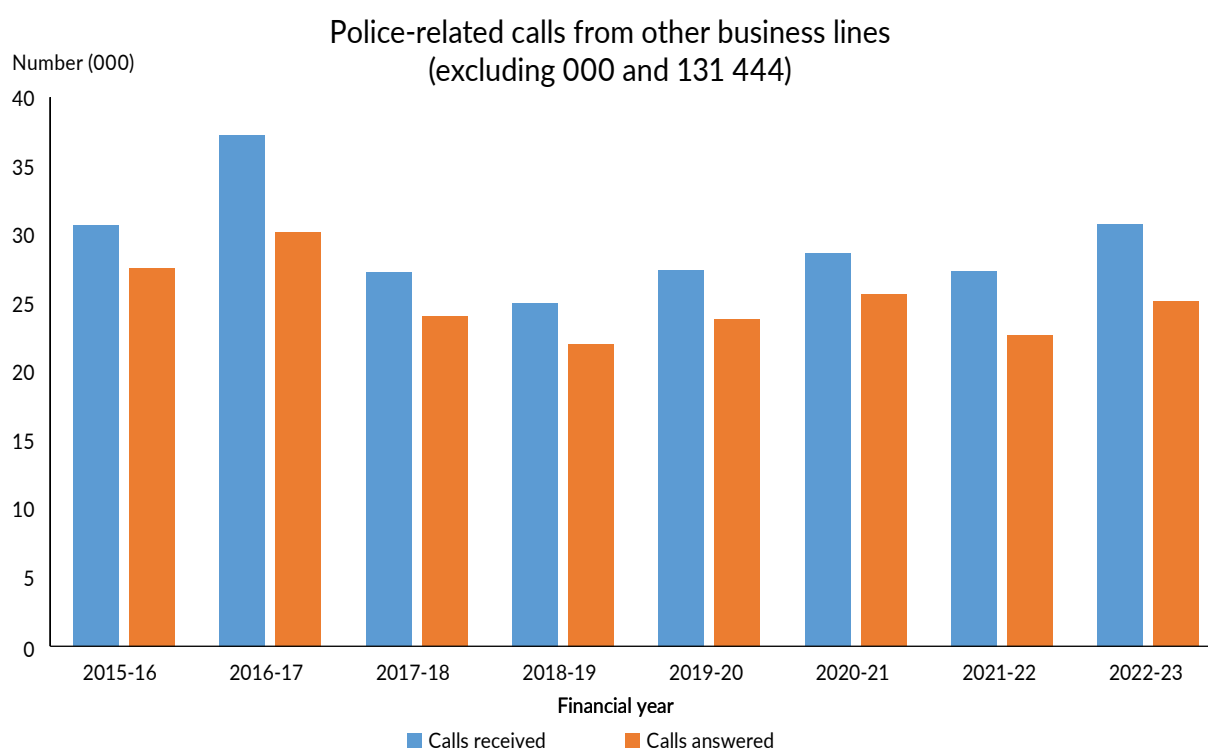


Source: Extracted from 'JESCC All Calls by Shift' Report provided by NTPF.

10 - Other business line call volume for police from 2015-16 to 2022-23

Other business line call volume for police from 2015-16 to 2022-23 (excluding 000 and 131 444 calls)

Financial year	Calls received	Calls answered
2015-16	30 718	27 587
2016-17	37 317	30 223
2017-18	27 287	24 050
2018-19	25 031	22 060
2019-20	27 458	23 891
2020-21	28 673	25 680
2021-22	27 375	22 711
2022-23	30 808	25 161



Source: Extracted from 'JESCC All Calls by Shift' Report provided by NTPFES.

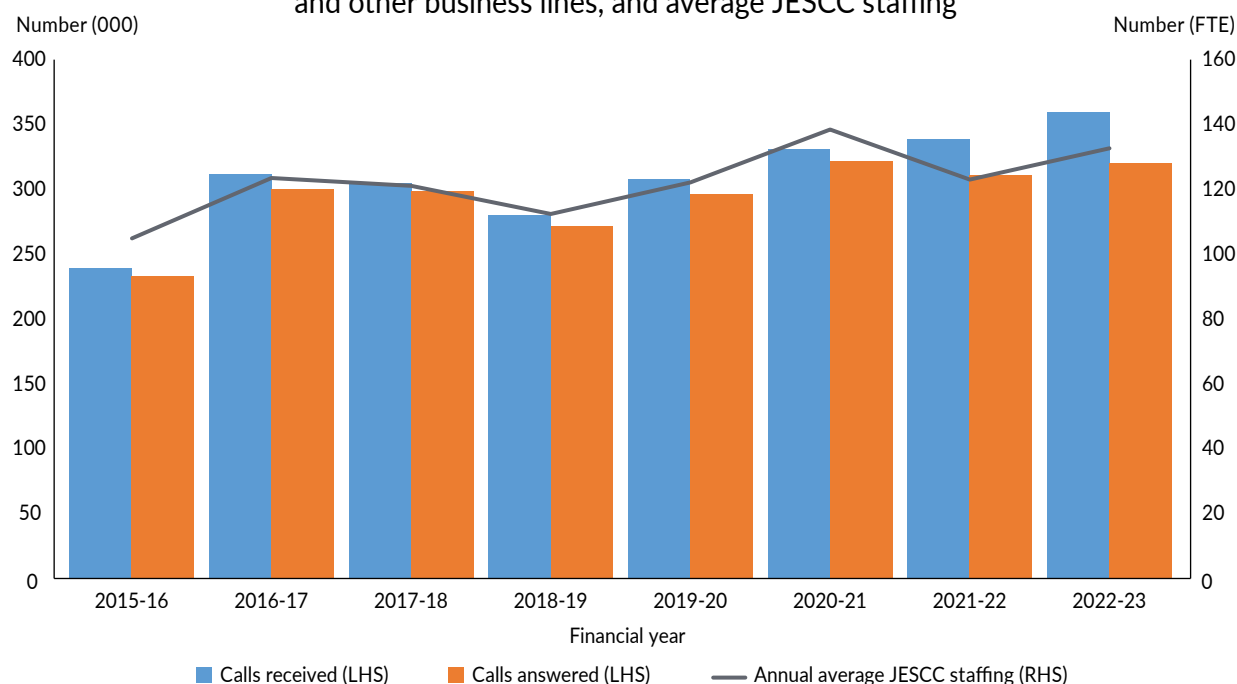
Note: Other business line calls are from interstate jurisdictions, Public Safety Officers, Transit Safety Officers, Darwin City Council, night patrol and internal staff on lines not available to the public.

11 - Total call volume related to police services including 000, 131 444 and other business lines, and average FTE staff at JESCC

Total call volume related to police services for JESCC including 000, 131 444 and other business lines

Financial year	Calls received	Calls answered	Annual average JESCC FTE
2015-16	239 149	233 050	104.9
2016-17	311 955	300 074	123.5
2017-18	304 422	298 465	121.1
2018-19	280 095	271 402	112.4
2019-20	307 499	296 422	122.1
2020-21	330 901	321 793	138.4
2021-22	338 484	310 712	123.0
2022-23	359 425	319 951	132.7

Total call volume for police services including 000, 131 444 and other business lines, and average JESCC staffing



Source: Extracted from 'JESCC All Calls by Shift' Report provided by NTPF.

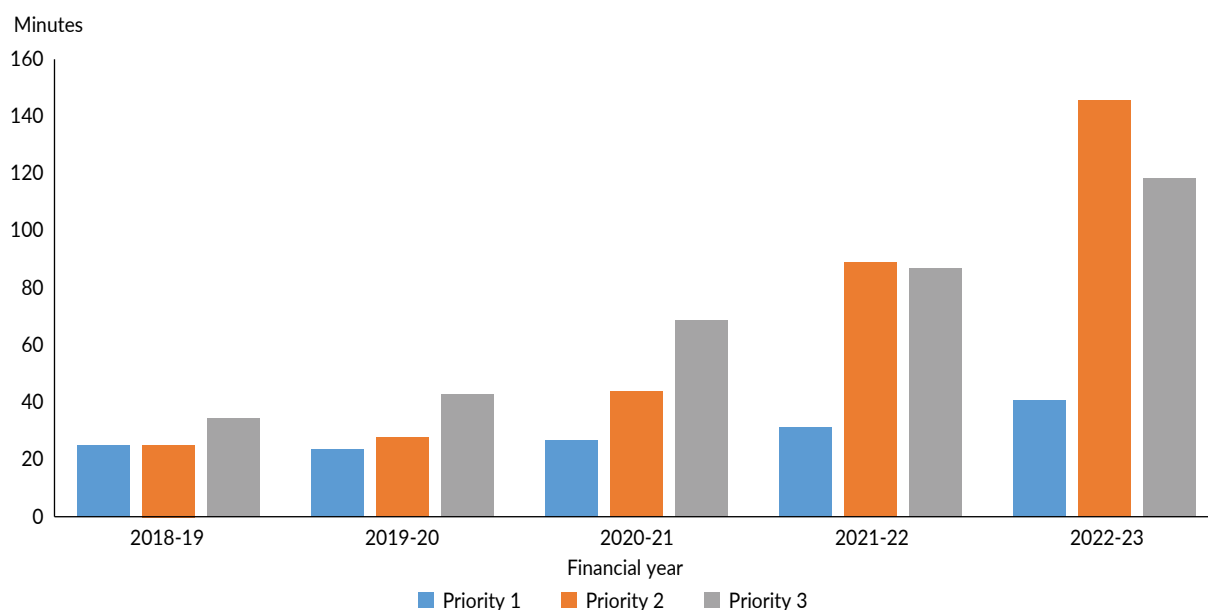
Note: Other business line calls are from interstate jurisdictions, Public Safety Officers, Transit Safety Officers, Darwin City Council, night patrol and internal staff on lines not available to the public.

12 - Average arrival time for police by priority 1-3 from 2018-19 to 2022-23

Average arrival time for police by priority 1-3

Financial year	Unit	Priority 1	Priority 2	Priority 3
2018-19	Minutes	25	25	34
2019-20	Minutes	24	28	43
2020-21	Minutes	27	44	69
2021-22	Minutes	31	89	87
2022-23	Minutes	41	145	118

Average arrival time for NT Police by priorities 1 to 3



Source: Extracted from JESCC Event Times Report provided by NTPF.

Definition:

Arrival time for police: Time between event created in ICAD and police unit arrived at the incident location.

ICAD: Intergraph Computer Aided Dispatch (ICAD) is the system used by NTPF to capture all reported crime incidents and victimisation. All reports to police through the call centre are entered into the ICAD system which then creates a record in PROMIS (now SerPro).

Note:

Priority 1 requires immediate police response. Examples include road crash, disturbance, demonstration, violent assault, sexual assault, bomb threat, stealing with violence.

Priority 2 requires prompt police response. Examples include indecent assault, aggravated assault, child welfare.

Priority 3 requires routine police response. Examples include unlawful entry, stealing from shop, disturbance from neighbour, drunk person.

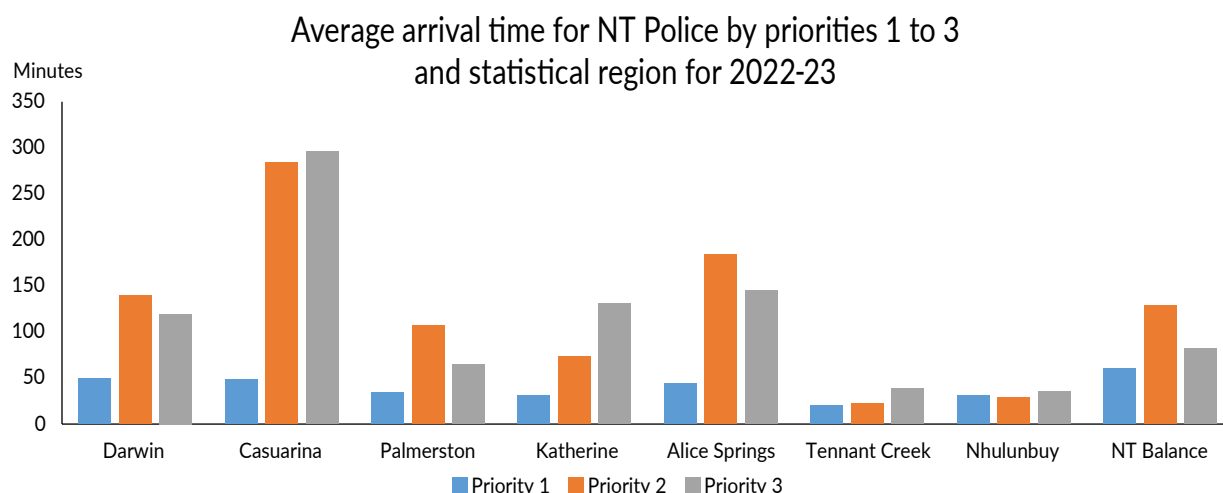
These priorities are pre-determined by code but can be manually changed in ICAD as the situations warrants.

Call takers can upgrade the priority from lower priority to higher priority however cannot downgrade without watch commander or delegate approval.

13 - Average arrival time for police by priority 1-3 and statistical region for 2022-23

Average arrival time for police by priority 1-3 and statistical region for 2022-23

Region	Unit	Priority 1	Priority 2	Priority 3
Darwin	Minutes	49	140	120
Casuarina	Minutes	49	285	297
Palmerston	Minutes	34	107	65
Katherine	Minutes	32	73	131
Alice Springs	Minutes	44	185	145
Tennant Creek	Minutes	20	22	39
Nhulunbuy	Minutes	31	29	35
NT Balance	Minutes	61	129	82



Source: Extracted from JESCC Event Times Report provided by NTPF.

Definition:

Arrival time for police: Time between event created in ICAD and police unit arrived at the incident location.

ICAD: Intergraph Computer Aided Dispatch (ICAD) is the system used by NTPF to capture all reported crime incidents and victimisation. All reports to police through the call centre are entered into the ICAD system which then creates a record in PROMIS (now SerPro).

Note 1:

Darwin includes Berrimah, Darwin and Nightcliff Police Station (police station is a local office that has been assigned the dispatch event). Casuarina, Palmerston, Katherine, Alice Springs, Tennant Creek, and Nhulunbuy stations are presented separately. NT Balance includes all remaining stations.

Note 2:

Priority 1 requires immediate police response. Examples include road crash, disturbance, demonstration, violent assault, sexual assault, bomb threat, stealing with violence.

Priority 2 requires prompt police response. Examples include indecent assault, aggravated assault, child welfare.

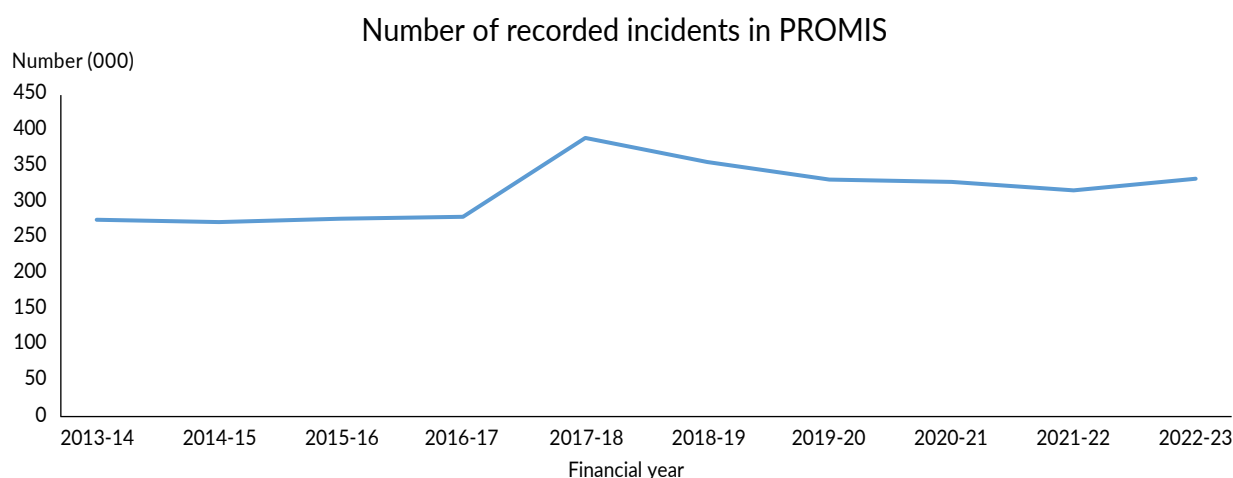
Priority 3 requires routine police response. Examples include unlawful entry, stealing from shop, disturbance from neighbour, drunk person etc. These priorities are pre-determined by code but can be manually changed in ICAD as the situations warrants.

Call takers can upgrade the priority from lower priority to higher priority however cannot downgrade without watch commander or delegate approval.

14 - Incidents requiring police assistance 2013-14 to 2022-23

Incidents recorded in PROMIS

Financial year	Number of Incidents
2013-14	275 342
2014-15	271 885
2015-16	276 767
2016-17	279 405
2017-18	389 806
2018-19	356 133
2019-20	331 568
2020-21	328 299
2021-22	316 301
2022-23	332 739



Source: Extracted from PROMIS incidents count report provided by NTPF.

Note: The increase in 2017-18 was due to a change in reporting. Until 2016-17, not all ICAD events were transferred into PROMIS (if an event was closed in ICAD, it was not transferred to PROMIS). From 2017-18, all ICAD events were entered into PROMIS.

Definitions:

PROMIS - Police Real Time Online Information System The Police Real Time Online Management Information System (PROMIS) is an operational case management system that contains data relating to reported incidents and offences recorded by NTPF.

PROMIS Incidents - PROMIS incidents refers to all incidents where police assistance was required which includes both a request for police over the police helpline number as well as active policing where police dealt with an incident while patrolling. PROMIS incident reporting includes capturing and documenting information about a specific incident or event. It can include data such as who was involved, what happened, when it happened, where it happened, what caused it to happen, and any other relevant details.

15 - Incidents recorded in PROMIS by statistical region

PROMIS incidents by statistical region

Statistical Region (Police District of Incident Location)	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23	Change Over 10 Years	% Change Over 10 Years
Darwin (City)	59 299	57 175	60 031	57 654	77 302	67 274	57 601	53 175	46 839	45 902	-13 397	-23
Casuarina	42 854	41 431	45 381	46 319	56 652	48 801	42 761	40 590	40 164	45 000	2 146	5
Palmerston	34 294	38 768	39 962	38 120	69 520	63 604	68 230	66 027	57 002	64 682	30 388	89
Katherine	28 955	31 484	27 853	24 159	34 366	31 483	24 480	26 558	28 817	30 747	1 792	6
Alice Springs	59 050	49 362	47 079	57 315	73 098	64 303	60 720	60 591	68 262	68 054	9 004	15
Tennant Creek	7 599	6 710	9 121	11 225	18 712	20 370	21 007	21 963	17 759	19 253	11 654	153
Nhulunbuy	4 794	4 509	4 065	2 935	4 114	4 749	4 642	5 462	4 612	5 337	543	11
NT Balance	38 497	42 446	43 275	41 678	56 042	55 549	52 127	53 933	52 846	53 764	15 267	40
Total	275 342	271 885	276 767	279 405	389 806	356 133	331 568	328 299	316 301	332 739	57 397	21

Source: Extracted from the report 'PROMIS incident counts by police district of incident location and incident categories' provided by NTPF.

Note: Police district refers to the location where an incident occurred.

16 - Incidents recorded in PROMIS by incident category

PROMIS incidents by category

PROMIS incident category	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23
Proactive policing	97 044	94 291	97 277	96 307	114 968	92 605	65 565	63 859	66 685	65 048
Antisocial	59 870	58 135	57 382	57 317	76 608	68 867	71 794	70 717	64 080	62 918
Emergency	6 811	7 458	7 548	8 661	10 793	11 321	11 335	10 238	10 614	11 182
Miscellaneous	8 262	7 447	7 822	8 437	59 370	56 652	62 545	68 220	61 659	66 220
Active (miscellaneous)	391	412	407	405	408	371	364	339	362	373
Police - non urgent	15 176	15 692	15 548	14 829	18 528	19 038	18 137	17 669	16 773	19 828
Person	27 969	29 573	29 927	30 873	36 084	31 472	33 545	40 164	39 973	47 929
Property	15 057	16 549	16 189	17 431	18 057	18 375	17 571	17 644	20 881	23 722
Road safety - proactive	28 099	25 732	28 412	29 298	33 034	36 796	32 182	20 469	19 108	18 282
Road safety	13 044	12 348	11 942	11 374	14 496	13 325	12 514	13 034	9 965	9 781
Multi-agency	3 380	4 211	4 263	4 429	7 372	7 236	6 004	5 932	6 198	7 456
Ambulance service related	223	27	33	22	36	14	1		1	
Fire service related	16	10	17	22	52	61	11	14	2	
Total	275 342	271 885	276 767	279 405	389 806	356 133	331 568	328 299	316 301	332 739

Source: Data extracted from the report 'PROMIS incident counts by police district of incident location and incident categories' provided by NTPF.

17 - Daily average number of units and members available for general duties for calendar year 2023

Daily average number of units and members available for general duties (GD) for calendar year 2023

Police station	Unit allocation	2023												Grand total	Daily average number of units available for general duties	Daily average FTE available for general duties (assume 2 per unit)
		Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec			
DARWIN	Darwin GD Van	397	322	439	416	373	343	343	342	353	415	381	358	4 482	12	24
	Darwin GD Supervisor	26	40	55	35	61	59	56	54	47	63	66	43	605	2	4
	Darwin Supervisor - GD	83	64	62	73	69	42	62	51	60	10	28	56	660	2	4
	Darwin Watch Commander	11	6	10	10	12	5	3	7	10	12	7	12	105	0	0
CASUARINA	Casuarina GD Van	340	281	334	359	355	303	349	356	348	373	350	345	4 093	11	22
	Casuarina GD Supervisor Sedan	27	29	31	39	39	31	28	19	17	21	29	22	332	1	2
	Casuarina Supervisor - GD	83	68	66	72	61	71	78	90	73	94	84	78	918	3	6
PALMERSTON	Palmerston GD Van	396	319	400	356	365	364	371	406	374	400	387	381	4 519	12	24
	Palmerston Supervisor - GD	121	107	129	102	105	116	106	119	105	109	130	124	1373	4	8
HUMPTY DOO	Humpty Doo GD	86	77	85	73	81	83	83	79	80	80	85	87	979	3	6
	Humpty Doo GD 4WD	48	54	50	58	53	48	58	55	52	60	50	48	634	2	4
KATHERINE	GD Katherine 4WD	208	202	222	202	201	193	163	181	211	186	223	224	2 416	7	14
	Katherine GD Van	217	122	181	185	188	171	209	177	143	204	167	191	2 155	6	12
ALICE SPRINGS	Alice Springs GD Van	325	305	335	272	259	278	305	291	370	337	259	323	3 659	10	20
	Alice Springs Supervisor - GD	123	113	127	121	111	112	118	133	129	141	147	165	1 540	4	8
NHULUNBUY	Alice Springs Watch Commander - GD	11	12	12	6	1	2	3		1	2		4	54	0	0
	GD Alice Springs	85	12	59	63	65	56	71	82	57	63	67	70	750	2	4
	GD Alice Springs 4WD	77	78	71	93	88	73	86	90	63	81	107	27	934	3	6
	GD Alice Springs 4WD	37	49	51	10	3	5	4	2	5	11	12	6	195	1	2
TENNANT CREEK	Nhulunbuy GD	14	28	16	3	12	24	1	39	24	41	48	34	284	1	2
	Nhulunbuy GD Van	49	46	65	51	51	65	64	51	50	55	35	46	628	2	4
TENNANT CREEK	GD Tennant Creek 4WD	79	74	126	160	168	148	159	170	161	166	157	122	1 690	5	10
	Tennant Creek GD Van	154	133	160	133	158	126	95	97	81	151	160	93	1 541	4	8
Total	Tennant Creek Supervisor - GD	33	11			19	55	51	44	55	46	41	75	430	1	2
		3 030	2 552	3 086	2 892	2 898	2 773	2 866	2 935	2 869	3 121	3 020	2 934	3 4976	96	192

Source: Extracted from the GD response units data provided by NTPF.

The table shows NT wide, the daily average (including morning, evening and night shifts) number of general duty (GD) units logged on for JESCC in 2023 was 96 units or 192 members, assuming 2 members per unit.

Notes:

1. Data used to calculate the average number of GD units per day excludes the K9 unit and other known support units which are not used for actual GD tasking.
2. Members can be booked on and entered into iCAD as GD AV (available for tasking) but are actually allocated other tasks.
3. Sometimes, due to shortages, some supervisors will team up with a member and form a response unit attending jobs.

Total hours available for general duties (availability)

Total members available for general duties each day <i>[Based on preceding calculation]</i>	192
Total hours available for general duties each day <i>[192 members x 8 hours shift]</i>	1 536
Total hours available for general duties for whole year <i>[Assuming that on any given day of the year, there are 192 members logged in for GDs and remain logged in for full 8 hour shifts] [192 x 8 x 365]</i>	560 640

Total hours required for general duties (demand)

Total PROMIS incidents (actuals as at 30 June 2023)	332 739
Estimated incidents for 2023-24 (Growth rate 5.2%) <i>[Calc] Growth rate 5.2% = [2022-23 PROMIS incidents 332,739 less 2021-22 PROMIS incidents 316,301] / [2021-22 PROMIS incidents 316,301]</i>	350 041
Total hours required to meet the demand (assuming 2.5 hours on average for each incident) <i>[Calc] [350,041 x 2.5 hours] [Assuming 2.5 hours on average for each incident including admin time and reporting]</i>	875 104

Shortage

Shortage of hours required for general duties for the whole year <i>[Calc] [875,104 Required - 560,640 Available]</i>	-314 464
Shortage of hours required for general duties each day <i>[Calc] [314,464/365]</i>	-862
Shortage of FTE required for general duties <i>[Calc] [862/8]</i>	-108

Assumptions:

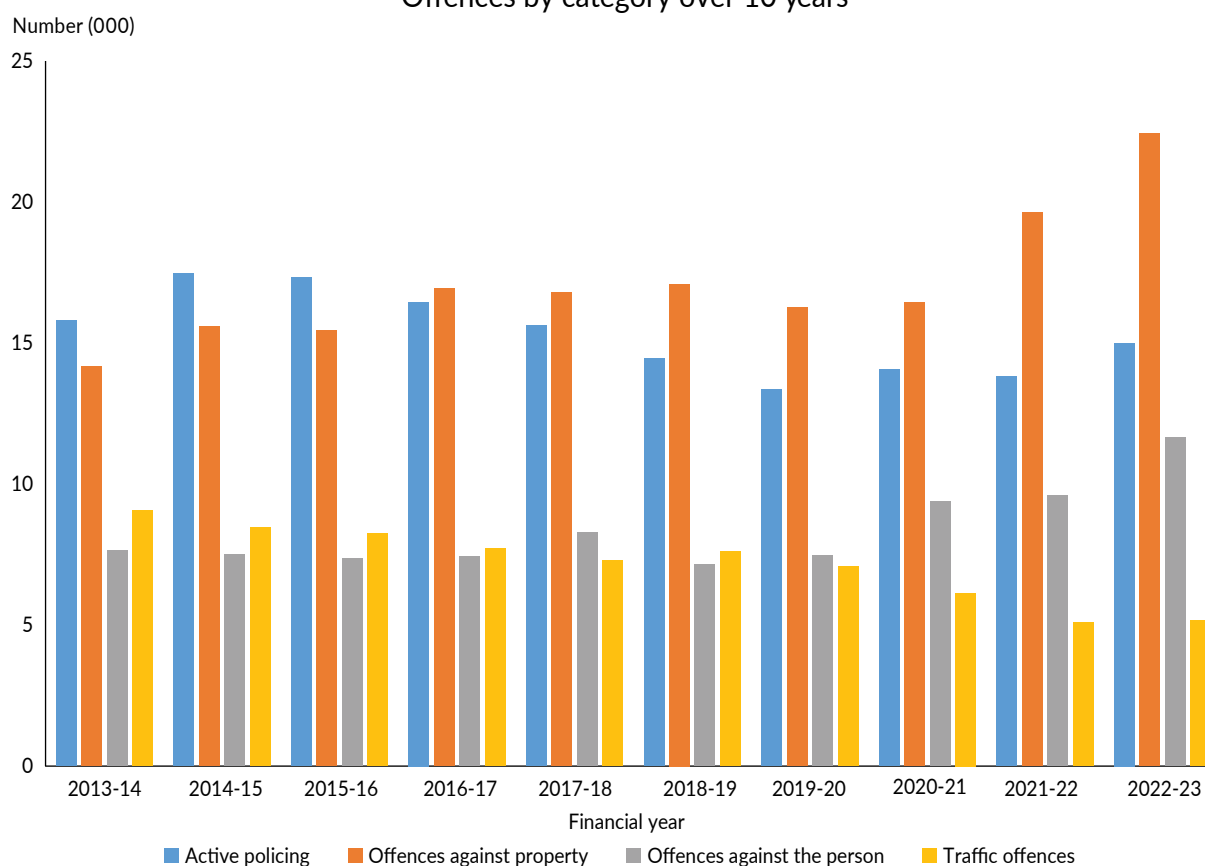
Each unit logs on with two GD members.
192 GD members are full-time equivalent (FTE) staff.
Members logged on are available for tasking for whole 8 hour shift.
On average, members take 2.5 hours for each job including administration time and reporting.
Incident growth is 5.2% per annum.

18 - Offences by category and financial year

Offence counts by offence category and financial year

Offence category	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23	% Change over 10 years
Active policing	15 807	17 467	17 336	16 448	15 607	14 456	13 354	14 067	13 822	15 008	-5.1
Offences against property	14 175	15 591	15 435	16 928	16 788	17 095	16 252	16 439	19 619	22 439	58.3
Offences against the person	7 653	7 504	7 366	7 440	8 266	7 141	7 460	9 382	9 590	11 638	52.1
Traffic offences	9 057	8 445	8 247	7 721	7 298	7 607	7 084	6 129	5 093	5 153	-43.1
Total	46 692	49 007	48 384	48 537	47 959	46 299	44 150	46 017	48 124	54 238	16.2

Offences by category over 10 years



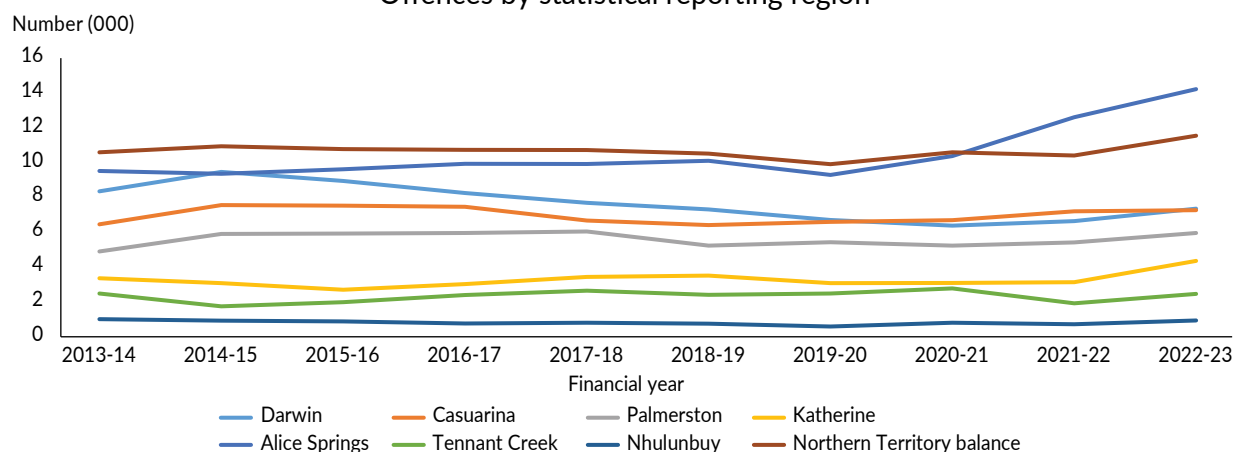
Source: Extracted from 'Incidents Count against Offence Category by Financial Year' Report Provided by NTPF.

19 - Offences by statistical reporting region

Offences by statistical reporting region

Financial Year	Darwin	Casuarina	Palmerston	Katherine	Alice Springs	Tennant Creek	Nhulunbuy	Northern Territory Balance	Total
2013-14	8 353	6 461	4 903	3 363	9 519	2 481	1 014	10 598	46 692
2014-15	9 469	7 562	5 907	3 081	9 363	1 752	931	10 942	49 007
2015-16	8 950	7 534	5 931	2 702	9 622	1 983	885	10 777	48 384
2016-17	8 260	7 467	5 960	3 030	9 929	2 399	762	10 729	48 536
2017-18	7 696	6 670	6 047	3 435	9 918	2 652	802	10 718	47 938
2018-19	7 318	6 417	5 234	3 512	10 103	2 414	753	10 512	46 263
2019-20	6 702	6 594	5 426	3 080	9 296	2 482	592	9 915	44 087
2020-21	6 381	6 700	5 238	3 095	10 374	2 779	812	10 598	45 977
2021-22	6 645	7 207	5 419	3 130	12 606	1 920	723	10 414	48 064
2022-23	7 358	7 275	5 963	4 357	14 215	2 460	935	11 543	54 106

Offences by statistical reporting region



Source: Extracted from the 'Offence Counts by Station' Report Provided by NTPF.

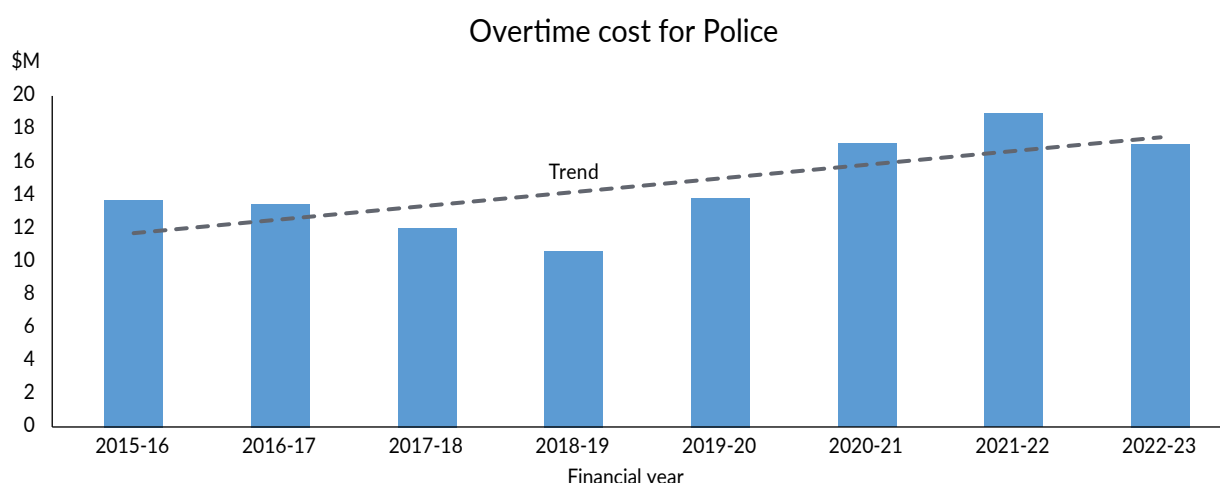
Note: Unknown Station and Unknown Offence category are not included.

Definition: Offence is a legal term used to refer to conduct or omissions that violate and are punishable under criminal law.

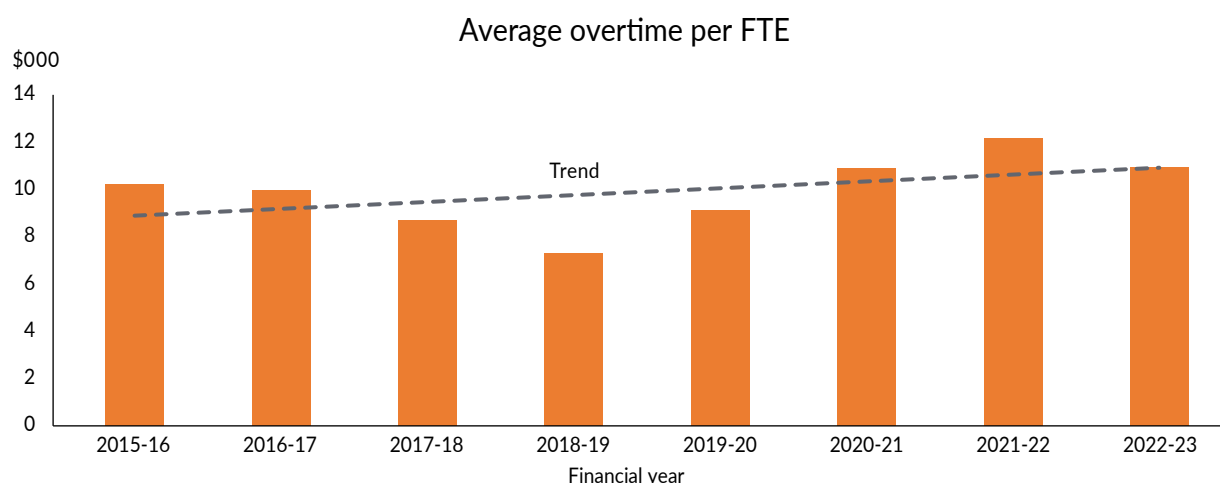
20 - Police overtime trend analysis and average overtime cost per FTE

Police overtime trend analysis and average overtime cost per FTE

Financial year	Overtime cost for police \$	Average FTE eligible to claim overtime	Average overtime cost per FTE \$
2015-16	13 727 381	1 342.4	10 226
2016-17	13 478 673	1 354.6	9 950
2017-18	12 028 395	1 386.4	8 676
2018-19	10 625 328	1 459.6	7 280
2019-20	13 853 173	1 515.9	9 139
2020-21	17 135 519	1 573.9	10 887
2021-22	18 955 772	1 561.7	12 138
2022-23	17 093 887	1 563.6	10 932



Source: Overtime cost data extracted from the yearly payroll reports provided by NTPF.



Source: Annual Average FTE counts provided by NTPF.

Note: FTE count only includes ranks entitled to claim overtime i.e., from Auxiliary to Senior Sergeant.

21 - Police overtime by rank 2022-23

Overtime cost by rank 2022-23

Rank	Overtime hours	Overtime cost \$	Annual average FTE	Average overtime cost by rank \$
Senior Sergeant	10 257	1 132 096	83.0	13 640
Sergeant	37 391	3 636 647	234.9	15 482
Remote Sergeant	13 605	1 404 536	39.8	35 290
Senior Constable 1/C	8 347	813 045	83.5	9 737
Senior Constable	32 353	2 828 025	296.7	9 532
Constable 1/C	24 383	1 483 930	151.1	9 821
Constable	61 049	4 193 598	305.7	13 718
Constable Recruit	1 274	67 293	72.9	923
Senior Aboriginal Community Police Officer	2 114	121 960	29.0	4 206
Aboriginal Community Police Officer 1/C	979	33 855	7.5	4 514
Aboriginal Community Police Officer	1 751	102 089	25.3	4 035
Senior Police Auxiliary	2 623	175 769	60.2	2 920
Police Auxiliary 1/C	2 211	93 271	15.3	6 096
Police Auxiliary	14 407	840 606	130.5	6 441
Police Auxiliary Recruit	521	25 906	13.7	1 891
Examiners by group	1 246	138 052	14.5	9 521

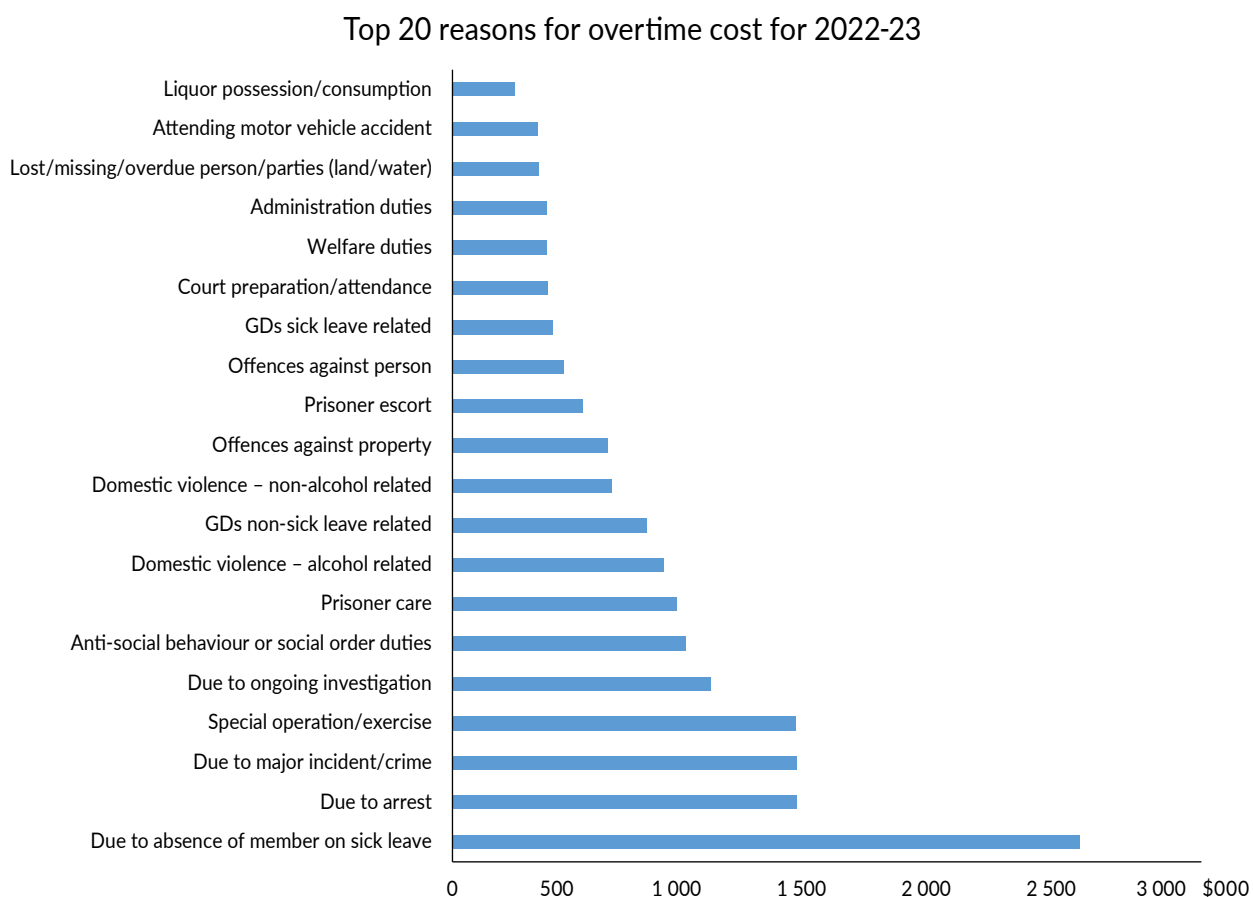
Source: Overtime cost for sworn police was extracted from 2022-23 payroll report provided by NTPF. Annual average FTE counts provided by NTPF.

22 - Police overtime cost by reason 2022-23

Overtime cost by reason 2022-23

Overtime reason	Overtime hours	Overtime \$
Due to absence of member on sick leave	31 189	2 532 613
Due to arrest	18 414	1 390 645
Due to major incident/crime	14 590	1 388 867
Special operation/exercise	16 804	1 385 996
Due to ongoing investigation	11 646	1 044 541
Antisocial behaviour or social order duties	11 577	943 909
Prisoner care	11 724	908 390
Domestic violence "alcohol related"	9 670	852 986
GD non sick leave related	10 176	784 461
Domestic violence "non alcohol related"	7 334	644 937
Offences against property	7 067	627 766
Prisoner escort	6 819	529 221
Offences against person	4 942	451 418
GD sick leave related	5 126	405 851
Court preparation/attendance	5 184	387 311
Welfare duties	4 500	380 997
Administration duties	4 574	379 595
Lost/missing/overdue person/parties (land/water)	3 957	351 495
Attending motor vehicle accident	3 854	343 865
Liquor possession/consumption	3 145	251 878
Undertake training/course	2 681	212 271
Due to mental health incident response	2 291	187 806
Crime scene guard	1 975	154 345
Other	10 221	130 242
Drug and other substance abuse	1 436	122 901
JESCC non-sick leave related	1 305	103 184
Community events/meetings	1 116	95 970
Traffic duties (incl wideload escorts)	506	42 802
Stable/kennel duties	476	36 759
Police rural fire duties	230	20 728
Total	214 529	17 093 748

22 - Police overtime cost by reason 2022-23



Source: Extracted from the report 'overtime report with reason code for 2022-23' provided by NTPF.

Note: NT police overtime cost by reason analysis for 2022-23 is limited to sworn officers.

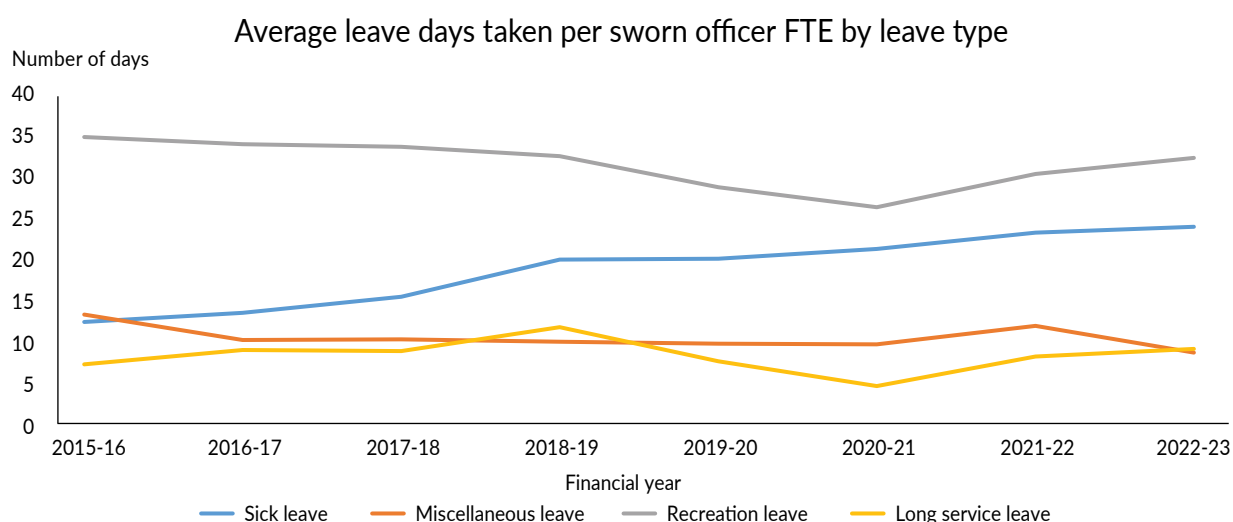
23 - Average leave taken by leave type for sworn officers 2015-16 to 2022-23

Number of leave days taken by leave type				
Financial year	Personal leave	Miscellaneous leave	Recreation leave	Long service leave
2015-16	18 080	19 335	49 220	10 931
2016-17	19 771	15 166	48 356	13 457
2017-18	23 056	15 660	49 161	13 632
2018-19	30 951	15 967	49 815	18 604
2019-20	32 165	16 134	45 603	12 807
2020-21	35 331	16 636	43 509	8 474
2021-22	38 297	20 172	49 741	14 199
2022-23	39 507	14 971	52 919	15 691

Note: Number of leave days is calculated as leave hours / 8 hours.

Average leave days taken per FTE by leave type				
Financial year	Personal leave	Miscellaneous leave	Recreation leave	Long service leave
2015-16	12.89	13.79	35.10	7.80
2016-17	14.00	10.74	34.24	9.53
2017-18	15.92	10.81	33.94	9.41
2018-19	20.39	10.52	32.82	12.26
2019-20	20.50	10.28	29.07	8.16
2020-21	21.67	10.20	26.69	5.20
2021-22	23.61	12.44	30.67	8.75
2022-23	24.33	9.22	32.59	9.66

Note: Average leave days per FTE is calculated as total leave days taken per leave type / annual average number of FTE.



Source: Leave taken reports from 2015-16 to 2022-23 and annual average FTE counts provided by NTPF.

24 - Sworn officers with excess annual leave as at 30 June 2023

Sworn officers with an annual leave balances in excess of 14 weeks as at 30 June 2023 (headcount)

Description	Number of staff
Annual leave more than 14 weeks i.e., 560 hours (40 hours x 14 weeks)	291
Annual leave less than 14 weeks i.e., 560 hours (40 hours x 14 weeks)	1 384
Total staff headcount	1 675

Source: Extracted from Annual Leave Report as at 30 June 2023 Provided by NTPF

Sworn officers by rank with an annual leave hours more than 14 weeks i.e., 560 hours (40 hours x 14 weeks) as at 30 June 2023 (headcount)

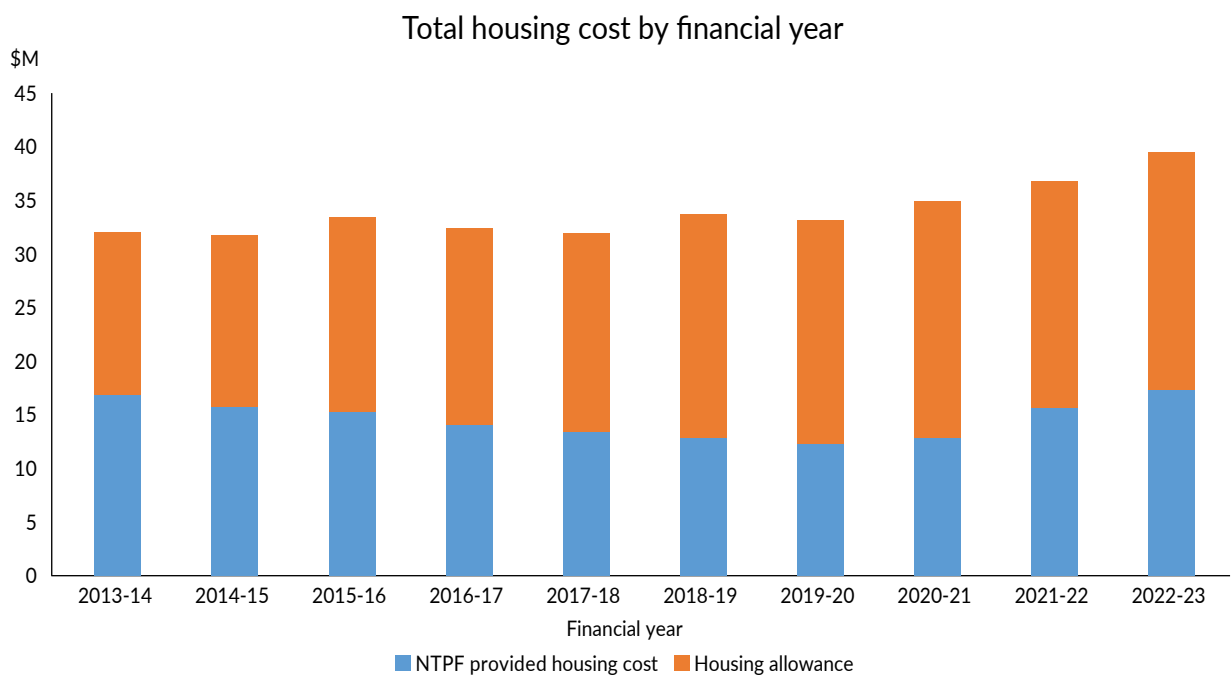
Classification group	Number of staff
Remote Sergeant and Above	102
Constable to Senior Constable 1/C	156
Aboriginal Community Police Officer to Senior ACPO	8
Auxiliary to Senior Auxiliary	22
Examiner to Senior Examiner	3
Total	291

Source: Extracted from Annual Leave Report as at 30 June 2023 provided by NTPF.

25 - Total housing cost by financial year from 2013-14 to 2022-23

Housing cost 2013-14 to 2022-23

Housing cost	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23
	\$M	\$M	\$M	\$M	\$M	\$M	\$M	\$M	\$M	\$M
NTPF provided housing	16.8	15.7	15.2	14.0	13.4	12.8	12.2	12.8	15.6	17.3
Housing allowance	15.3	16.1	18.2	18.4	18.5	21.0	20.9	22.2	21.1	22.1
Total	32.1	31.8	33.4	32.4	31.9	33.7	33.1	34.9	36.7	39.4



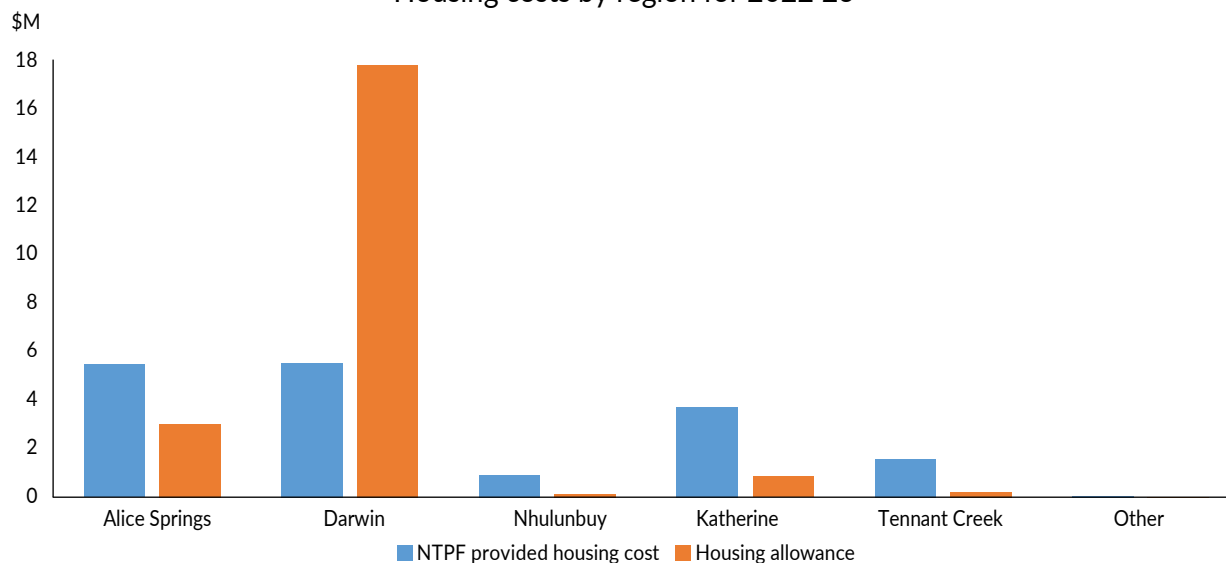
Source: Data extracted from Departmental Housing Cost and Housing Allowances Summary report provided by NTPF.

26 - Housing allowance and NTPF provided housing cost by region for 2022-23

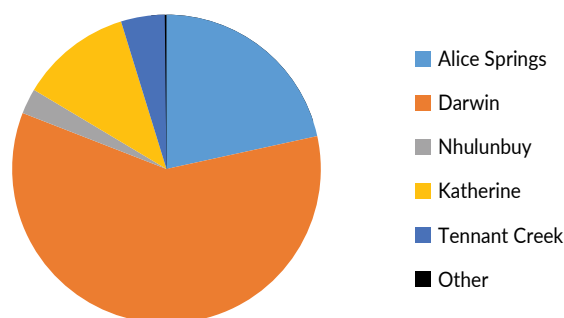
Housing costs by region for 2022-23

Region	NTPF provided housing \$M	Housing allowance \$M	Total housing cost \$M	Proportion %
Alice Springs	5.5	3.0	8.5	21.6
Darwin	5.5	17.8	23.4	59.3
Nhulunbuy	0.9	0.1	1.0	2.7
Katherine	3.7	0.9	4.6	11.7
Tennant Creek	1.6	0.2	1.8	4.6
Other	0.1	0.0	0.1	0.2
Total	17.3	22.0	39.4	10.0

Housing costs by region for 2022-23



Proportion of Total Housing Expenditure by Region for 2022-23



Source: Data extracted from Departmental Housing Cost and Housing Allowances Summary report provided by NTPF.

Note: 'Other' regions includes housing cost for WA and unknown locations.

27 - Number of sworn officers receiving housing allowance and NTPF provided housing

Number of sworn officers receiving housing allowance vs NTPF provided housing as at 30 June 2023

	Headcount	Proportion
Total sworn officers as at 30 June 2023	1 675	100%
Number of staff not entitled to housing (i.e. Auxiliaries)	234	14%
Number of staff receiving housing allowance	787	47%
Number of staff receiving NTPF provided housing	654	39%

Source: Data extracted from FTE report and payroll report for 2022-23 provided by NTPF.

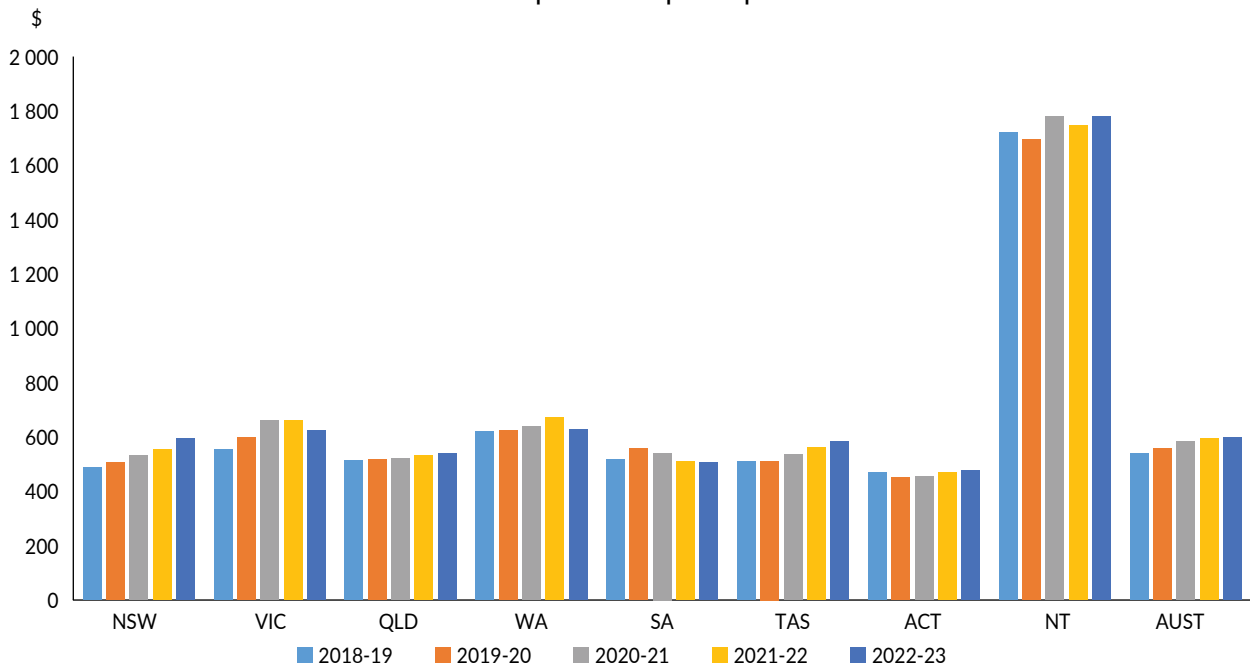
Note: Due to data limitations, it is assumed that number of staff receiving NTPF provided housing = Total sworn officers less staff not entitled to housing less the number of staff receiving housing allowance.

28 - Real recurrent expenditure per person in the population for police services by jurisdiction

Real recurrent expenditure per person in the population for police services

Financial year	NSW \$	VIC \$	QLD \$	WA \$	SA \$	TAS \$	ACT \$	NT \$	AUST \$
2013-14	527	446	497	600	493	475	519	1,458	514
2014-15	520	463	508	599	497	470	500	1,355	517
2015-16	520	475	514	615	496	480	485	1,450	524
2016-17	444	490	512	630	528	501	472	1,583	508
2017-18	459	522	516	626	535	538	459	1,775	524
2018-19	488	554	515	622	516	508	471	1,722	539
2019-20	506	597	519	624	557	511	453	1,694	559
2020-21	533	659	521	639	541	536	456	1,779	585
2021-22	554	661	531	673	511	560	470	1,746	597
2022-23	593	625	539	629	508	583	478	1,777	597

Police services real recurrent expenditure per capita from 2018-19 to 2022-23



Source: Productivity Commission, *Report on Government Services 2024, Part C, Table 6A.1*; <https://www.pc.gov.au/ongoing/report-on-government-services/2024/justice/police-services>.

Note: The entire NT population lives in outer regional and remote areas, where service costs are higher, compared to the national average of 10.1%. Source: Commonwealth Grant Commission; Northern Territory | Commonwealth Grants Commission (cgc.gov.au).

29 - Average police staffing cost by jurisdiction

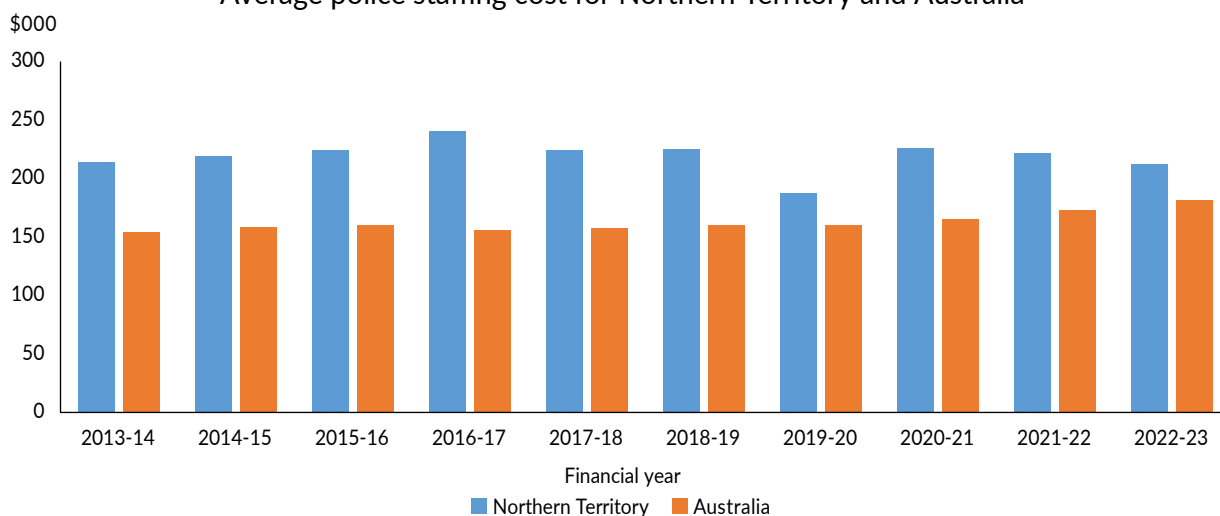
Average police staffing cost

Financial year	NSW \$	VIC \$	QLD \$	WA \$	SA \$	TAS \$	ACT \$	NT \$	AUST \$
2013-14	176 427	134 060	136 071	169 002	147 244	130 674	159 716	213 892	154 094
2014-15	174 528	142 799	150 676	164 320	151 682	131 170	169 093	218 713	158 830
2015-16	182 106	148 849	141 101	162 947	152 337	130 873	160 086	224 451	160 294
2016-17	160 742	152 003	139 125	165 784	163 396	130 452	161 033	240 344	155 783
2017-18	164 933	152 633	141 893	166 848	161 773	136 523	161 023	223 996	157 592
2018-19	173 364	152 840	142 922	170 459	154 124	140 350	159 416	225 395	160 094
2019-20	167 571	159 305	144 312	161 870	170 507	135 927	157 414	187 862	159 898
2020-21	173 383	168 600	149 726	159 970	160 588	134 928	157 469	226 116	164 995
2021-22	195 443	171 148	151 238	169 678	151 753	140 320	158 623	222 232	172 676
2022-23	219 571	172 466	160 608	163 062	158 083	144 862	151 737	212 424	181 223

Average police staffing cost for 2022-23



Average police staffing cost for Northern Territory and Australia



Source: Productivity Commission, Report on Government Services 2024, Part C, Table 6A.1; <https://www.pc.gov.au/ongoing/report-on-government-services/2024/justice/police-services>.

Note: The entire NT population lives in outer regional and remote areas, where service costs are higher, compared to the national average of 10.1%. Source: Commonwealth Grant Commission; Northern Territory | Commonwealth Grants Commission (cgc.gov.au).

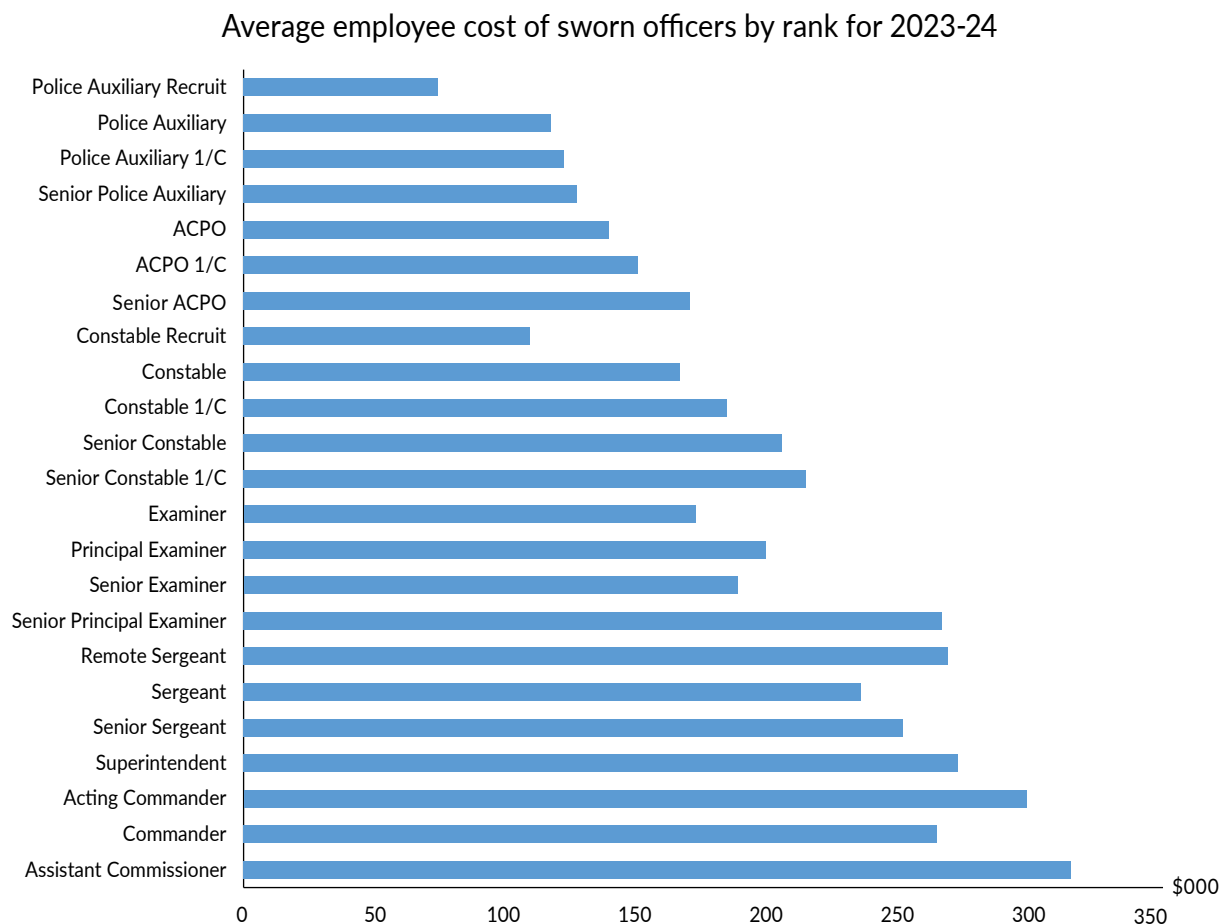
30 - Average employee cost of sworn officers by rank 2023-24

Average employee cost of sworn officers by rank 2023-24

Classification	Average employee cost \$000
Assistant Commissioner	315
Commander	264
Acting Commander	298
Superintendent	272
Senior Sergeant	251
Sergeant	235
Remote Sergeant	268
Senior Principal Examiner	266
Senior Examiner	188
Principal Examiner	199
Examiner	172
Senior Constable 1/C	214
Senior Constable	205
Constable 1/C	184
Constable	166
Constable Recruit	109
Senior Aboriginal Community Police Officer	170
Aboriginal Community Police Officer 1/C	150
Aboriginal Community Police Officer	139
Police Auxiliary 1/C	122
Senior Police Auxiliary	127
Police Auxiliary	117
Police Auxiliary Recruit	74

Source: Extracted from payroll reports sourced from NTPF.

30 - Average employee cost of sworn officers by rank 2023-24



Source: Extracted from payroll reports sourced from NTPF.

Note:

1. Average employee cost is calculated using the actual payroll reports from pay period 3 to pay period 12 of 2023-24, which is extrapolated for the whole year. Pay periods 1-2 are excluded due to lump sum back payments.
2. Average employee cost includes salary, overtime, housing allowances and departmental housing cost, consolidated and other allowances, superannuation and payroll tax.
3. Average FTE by rank is calculated from payroll reports by extracting the counts of employees paid each pay period by their rank.
4. Formula = Total extrapolated employee cost by rank / average FTE by rank.
5. Commissioner of Police and Deputy Commissioner of Police average employee costs are excluded from the above analysis.

31 - Sworn and non-sworn staff count by gender as at 30 June 2023

Table A

Sworn officers as at 30 June 2023						
Classification	FTE	Headcount	Male	Female	Other	% Female
Commissioner	1.0	2	2			-
Deputy Commissioner	3.0	3	3			-
Assistant Commissioner	5.0	5	4	1		20.0
Commander	4.8	5	3	2		40.0
Acting Commander	5.0	5	4	1		20.0
Superintendent	39.0	39	31	8		20.5
Senior Sergeant	84.5	86	73	12	1	14.0
Sergeant	226.0	228	196	32		14.0
Remote Sergeant	40.8	41	37	4		9.8
Senior Constable 1/C	84.1	88	64	24		27.3
Senior Constable	299.2	312	229	83		26.6
Constable 1/C	182.6	194	120	74		38.1
Constable	286.9	292	205	87		29.8
Constable Recruit	65.0	65	49	16		24.6
Senior Aboriginal Community Police Officer	31.9	32	19	13		40.6
Aboriginal Community Police Officer 1/C	10.0	10	8	2		20.0
Aboriginal Community Police Officer	18.5	19	13	6		31.6
Senior Police Auxiliary	60.5	63	13	50		79.4
Police Auxiliary 1/C	34.8	38	13	25		65.8
Police Auxiliary	117.9	126	40	86		68.3
Police Auxiliary Recruit	7.0	7	6	1		14.3
Senior Principal Examiner	4.0	4	2	2		50.0
Senior Examiner	4.8	5	3	2		40.0
Principal Examiner	4.0	4	1	3		75.0
Examiner	1.0	2	1	1		50.0
TOTAL	1 621.4	1 675	1 139	535	1	31.9

Source: Extracted from FTE and Headcount Report as at 30 June 2023 provided by NTPF.

31 - Sworn and non-sworn staff count by gender as at 30 June 2023

Table B

Non-sworn officers at 30 June 2023

Level / Stream	FTE	Headcount	Male	Female	% Female
Administrative Officer 2	58.5	70	32	38	54.3
Administrative Officer 3	92.5	111	30	81	73.0
Administrative Officer 4	56.8	61	15	46	75.4
Administrative Officer 5	30.0	33	7	26	78.8
Administrative Officer 6	36.6	41	14	27	65.9
Administrative Officer 7	27.1	28	5	23	82.1
Senior Administrative Officer 1	24.6	25	8	17	68.0
Senior Administrative Officer 2	6.0	6	2	4	66.7
Executive Contract Officer 1	6.0	6	2	4	66.7
Executive Contract Officer 2	3.0	3	1	2	66.7
Professional 1	4.0	4		4	100.0
Professional 2	4.6	5		5	100.0
Professional 3	18.9	21	7	14	66.7
Senior Professional 1	6.8	7	2	5	71.4
Senior Professional 2	3.0	3	1	2	66.7
Technical 1	2.0	2	2		-
Technical 2	8.0	8	6	2	25.0
Technical 3	6.0	6	6		-
Technical 4	12.0	12	12		-
Technical 5	3.0	3	3		-
Technical 6	1.0	1	1		-
Physical 2	3.8	5	4	1	20.0
Physical 3	3.0	3	2	1	33.3
Physical 5	2.0	2	2		-
Chief Pilot	1.0	1	1		-
Senior Pilot	6.0	7	5	2	28.6
Other	0.0	4	4	0	-
Total	426.3	478	174	304	71.3

Source: Extracted from FTE and Headcount Report as at 30 June 2023 provided by NTPF.

32 - Non-sworn staff as at pay period 15 18 January 2024

Non-sworn staff breakdown as at pay period 15, 18 January 2024

Level / Stream	Designation	Headcount	% of Total headcount	Male	Female	% Female
Junior Administration	AO2 to AO4	234	50	81	153	65.4
Middle Administration	AO5 to AO7	100	21.4	26	74	74.0
Senior Administration	SAO1 to SAO2	37	7.9	11	26	70.3
Executive	ECO1 to ECO3	10	2.1	4	6	60.0
Professional	P1 to SP2	41	8.8	7	34	82.9
Technical	T1 to T6	31	6.6	29	2	6.5
Physical	PH2 to PH5	9	1.9	7	2	22.2
Pilots	SPIL to CPIL	6	1.3	6	0	-
Total		468	100	171	297	63.5

Source: Extracted from FTE and Headcount Report provided by NTPF.

33 - Sworn and non-sworn staff from 2013-14 to 2022-23

Table A

Sworn-staff - FTE over 10 years											
Classification Group	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23	Change over 10 years
Commissioner	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	0.0
Deputy Commissioner	0.0	1.0	1.0	2.0	3.0	2.0	2.0	2.0	2.0	3.0	3.0
Assistant Commissioner	3.5	4.0	4.0	5.0	4.0	4.5	4.0	4.5	4.0	5.0	1.5
Commander	9.0	10.0	8.0	8.4	10.0	11.0	12.0	12.0	8.0	9.8	0.8
Superintendent	34.0	29.0	32.5	41.5	42.0	33.0	34.0	35.8	42.8	39.0	5.0
Senior Sergeant	61.9	67.0	81.8	70.0	83.0	79.5	77.0	84.0	83.5	84.5	22.7
Sergeant	183.4	186.0	222.9	208.5	214.2	228.8	225.3	220.9	228.2	226.0	42.7
Remote Sergeant	41.0	30.0	45.0	43.0	43.0	41.0	41.0	40.0	41.0	40.8	-0.2
Constable	886.5	860.8	805.2	812.1	849.5	839.9	851.1	864.6	834.8	898.6	12.1
Recruit Constable	0.0	25.0	30.0	27.0	32.0	0.0	2.0	81.0	78.0	33.0	33.0
Aboriginal Community Police Officer	56.3	59.9	60.5	67.5	71.0	73.5	76.7	60.3	60.3	60.4	4.0
Recruit Aboriginal Community Police Officer	0.0	6.0	0.0	0.0	0.0	0.0	0.0	10.0	4.0	0.0	0.0
Police Auxiliary	129.6	118.1	120.3	117.4	125.4	208.4	245.5	239.8	198.3	213.3	83.7
Auxiliary Recruit	0.0	0.0	0.0	0.0	24.0	15.0	23.5	2.0	21.7	7.0	7.0
Total FTE	1 406.1	1 397.8	1 412.2	1 403.3	1 502.0	1 537.6	1 595.2	1 657.9	1 607.5	1 621.4	215.3

Source: NTPEFS Annual Reports from 2013-14 to 2022-23.

Note: FTE counts are as at 30 June each financial year.

33 - Sworn and non-sworn staff from 2013-14 to 2022-23

Table B

Non-sworn staff - FTE over 10 years

Classification group	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23	Change over 10 years
Executive contract officer	7.5	8.0	8.0	8.0	11.0	8.0	6.0	9.9	10.0	9.0	1.5
Senior administrative officer	16.0	15.5	20.1	25.0	22.3	20.7	15.0	20.5	24.5	30.6	14.6
Administrative officer	293.2	305.1	324.3	308.9	311.7	249.6	230.0	254.4	268.7	301.6	8.4
NTPS apprentice	0.0	2.0	0.0	1.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Senior professional	5.0	6.0	7.0	5.0	6.0	5.0	6.0	7.0	7.8	9.8	4.8
Professional	24.5	24.6	24.2	25.0	26.4	26.5	26.3	28.0	23.9	27.5	3.0
Technical	29.0	29.9	29.0	34.5	36.0	32.8	31.8	31.0	29.3	32.0	3.0
Physical	15.7	13.0	13.7	11.5	10.5	10.5	10.5	10.2	8.2	8.8	-6.8
Chief pilot	1.0	1.0	1.0	1.0	1.0	1.0	1.0	2.0	1.0	1.0	0.0
Senior pilot	6.6	7.0	7.0	7.0	7.0	5.0	8.0	6.5	5.6	6.0	-0.6
Total FTE	398.4	412.1	434.3	426.9	431.8	359.1	334.5	369.5	379.0	426.3	27.9

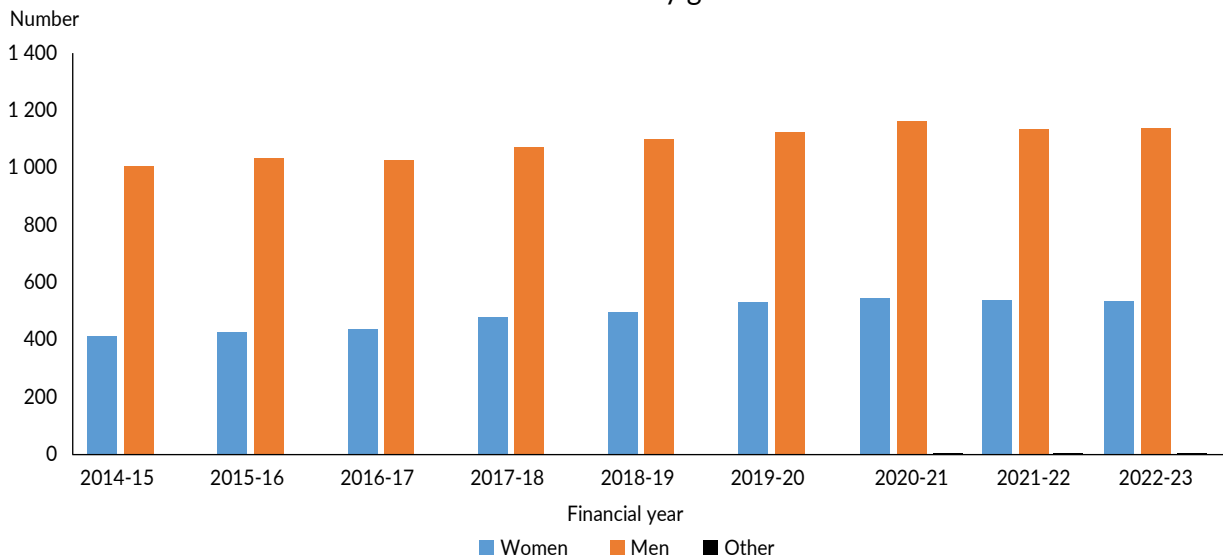
Source: NTPEFS Annual Reports from 2013-14 to 2022-23.

34 - Sworn officers by gender from 2013-14 to 2022-23

Sworn officer by gender as at 30 June (headcount)

Gender	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23
Women	412	427	436	479	495	533	548	538	535
Men	1 006	1 035	1 027	1 073	1 099	1 123	1 165	1 137	1 139
Other							1	2	1
Total	1 418	1 462	1 463	1 552	1 594	1 656	1 714	1 677	1 675
Female Ratio	29%	29%	30%	31%	31%	32%	32%	32%	32%

Sworn officer headcount by gender at 30 June



Source: Extracted from FTE and Headcount Reports as at 30 June from 2014-15 to 2022-23 provided by NTPF.

35 - Aboriginal and Torres Strait Islander sworn officer ratio as at 30 June 2023

Aboriginal and Torres Strait Islander sworn officer ratio as at 30 June 2023

Headcount	2022-23
Aboriginal and Torres Strait Islander self identified	180
Not Aboriginal and Torres Strait Islander self identified	1,495
Total	1,675
Aboriginal and Torres Strait Islander proportion	10.75%

Proportion of ATSI sworn officers in NTPF vs NT population	
Proportion of Aboriginal and Torres Strait Islander sworn officers within NTPF	10.75%
Aboriginal and Torres Strait Islander proportion of NT population	29.60%

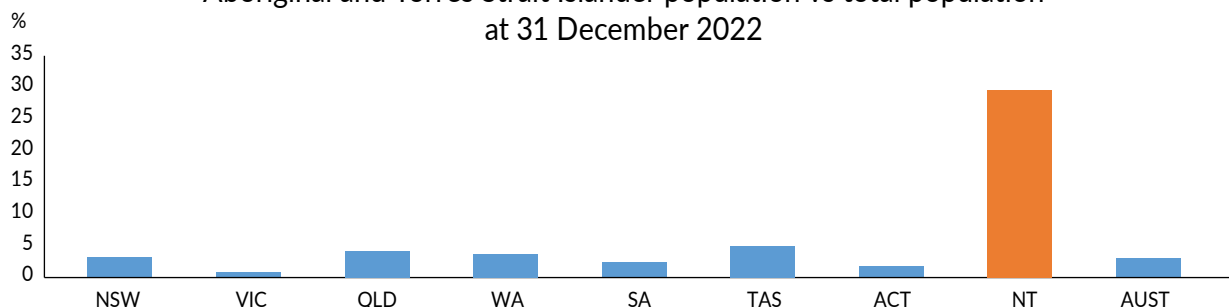
Source: NTPFES Annual Report 2022-23. Aboriginal and Torres Strait Islander proportion of NT population from Productivity Commission, Report on Government Services 2024, Part C, Table 6A.2.

36 - Proportion of Aboriginal and Torres Strait Islander population by jurisdiction

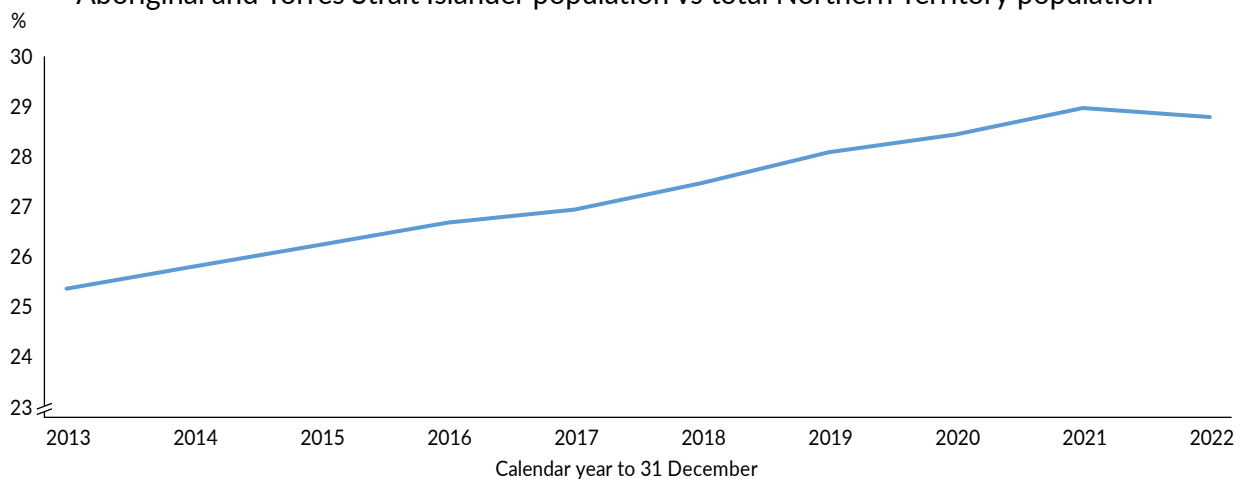
Proportion of Aboriginal and Torres Strait Islander population

31 December	NSW %	VIC %	QLD %	WA %	SA %	TAS %	ACT %	NT %	AUST %
2013	2.8	0.8	3.7	3.3	2.0	4.6	1.6	25.7	2.7
2014	2.8	0.8	3.7	3.3	2.1	4.7	1.6	26.2	2.8
2015	2.9	0.8	3.8	3.4	2.1	4.8	1.6	26.7	2.8
2016	2.9	0.8	3.9	3.5	2.2	4.9	1.7	27.2	2.8
2017	2.9	0.8	3.9	3.5	2.2	5.0	1.7	27.5	2.9
2018	2.9	0.8	4.0	3.6	2.3	5.0	1.7	28.1	2.9
2019	3.0	0.8	4.0	3.7	2.3	5.1	1.8	28.8	2.9
2020	3.1	0.8	4.1	3.7	2.4	5.2	1.8	29.2	3.0
2021	3.1	0.9	4.2	3.8	2.4	5.3	1.9	29.8	3.1
2022	3.2	0.9	4.2	3.7	2.4	5.0	1.8	29.6	3.1

Aboriginal and Torres Strait Islander population vs total population at 31 December 2022



Aboriginal and Torres Strait Islander population vs total Northern Territory population



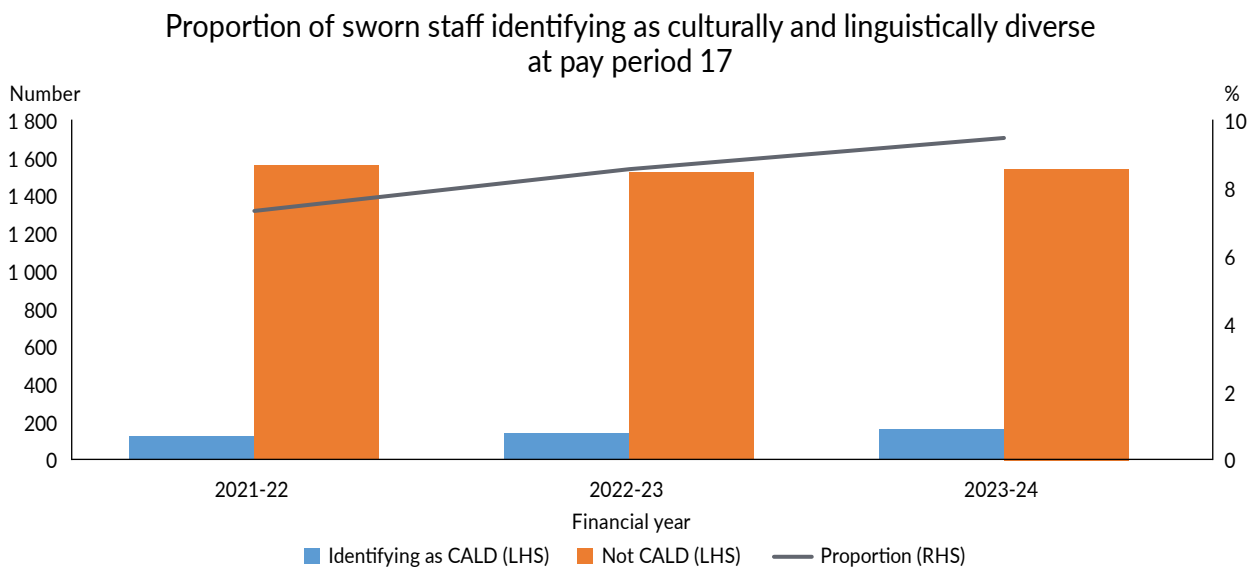
Source: Productivity Commission, Report on Government Services 2024, Part C, Table 6A.2.

37 - Sworn staff identifying as Culturally and Linguistically Diverse, Aboriginal and Torres Strait Islander, and or with disability

Table A

Sworn staff identifying as culturally and linguistically diverse (CALD) at pay period 17 each financial year (headcount)

At pay period 17	CALD	Not CALD	Proportion %
2021-22	124	1 565	7.34
2022-23	143	1 524	8.58
2023-24	162	1 545	9.49



Source: Extracted from the 'staff counts identified as CALD, ATSI, and Disable' report provided by NTPF.

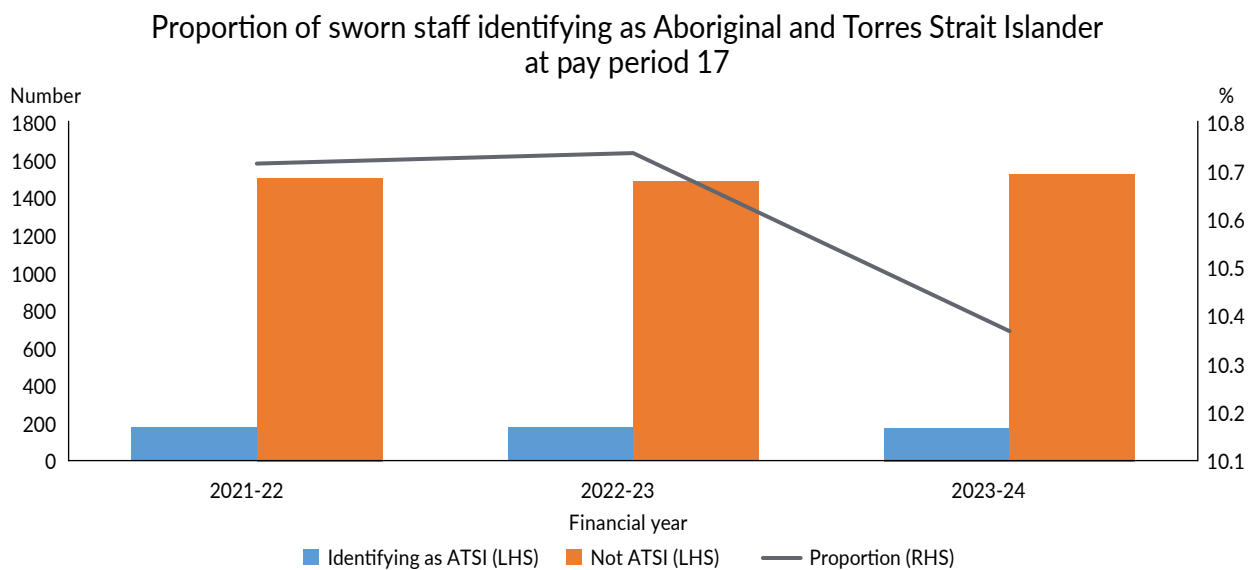
Note: Pay period 17 falls in mid February each year.

37 - Sworn staff identifying as Culturally and Linguistically Diverse, Aboriginal and Torres Strait Islander, and or with disability

Table B

Sworn staff identifying as Aboriginal and Torres Strait Islander at pay period 17 each financial year (headcount)

At pay period 17	Aboriginal and Torres Strait Islander	Not Aboriginal and Torres Strait Islander	Proportion %
2021-22	181	1 508	10.72
2022-23	179	1 488	10.74
2023-24	177	1 530	10.37



Source: Extracted from the 'staff counts identified as CALD, ATSI, and Disable' report provided by NTPF.

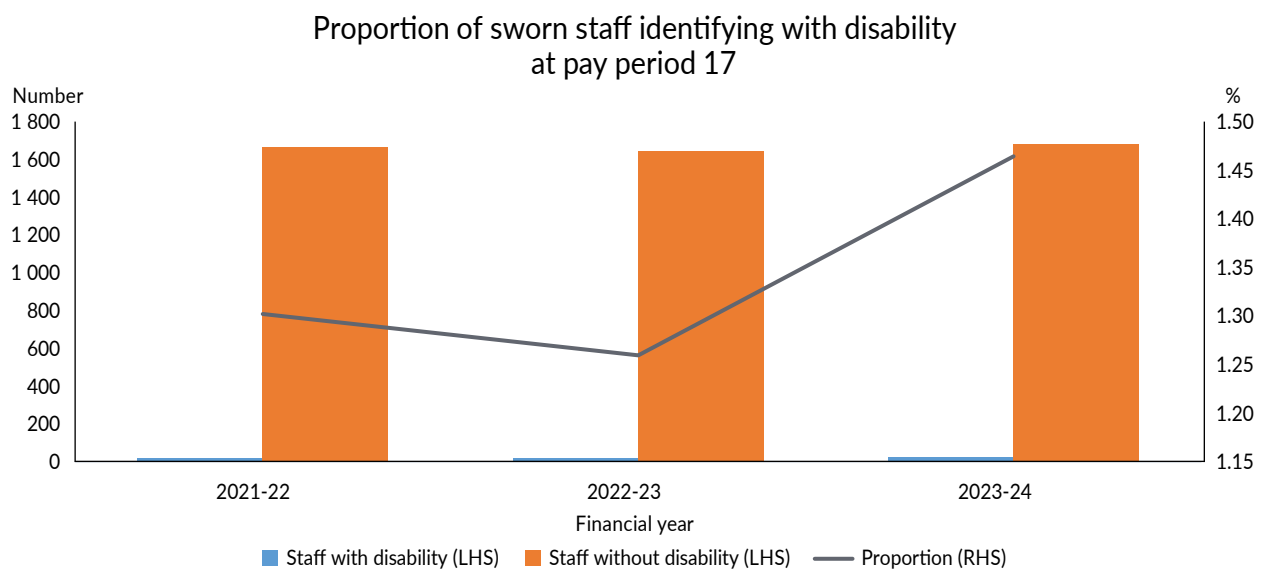
Note: Pay period 17 falls in mid February each year.

37 - Sworn staff identifying as Culturally and Linguistically Diverse, Aboriginal and Torres Strait Islander, and or with disability

Table C

Sworn staff identifying with disability at pay period 17 each financial year

At pay period 17	With disability	Without disability	Proportion %
2021-22	22	1 667	1.30
2022-23	21	1 646	1.26
2023-24	25	1 682	1.46



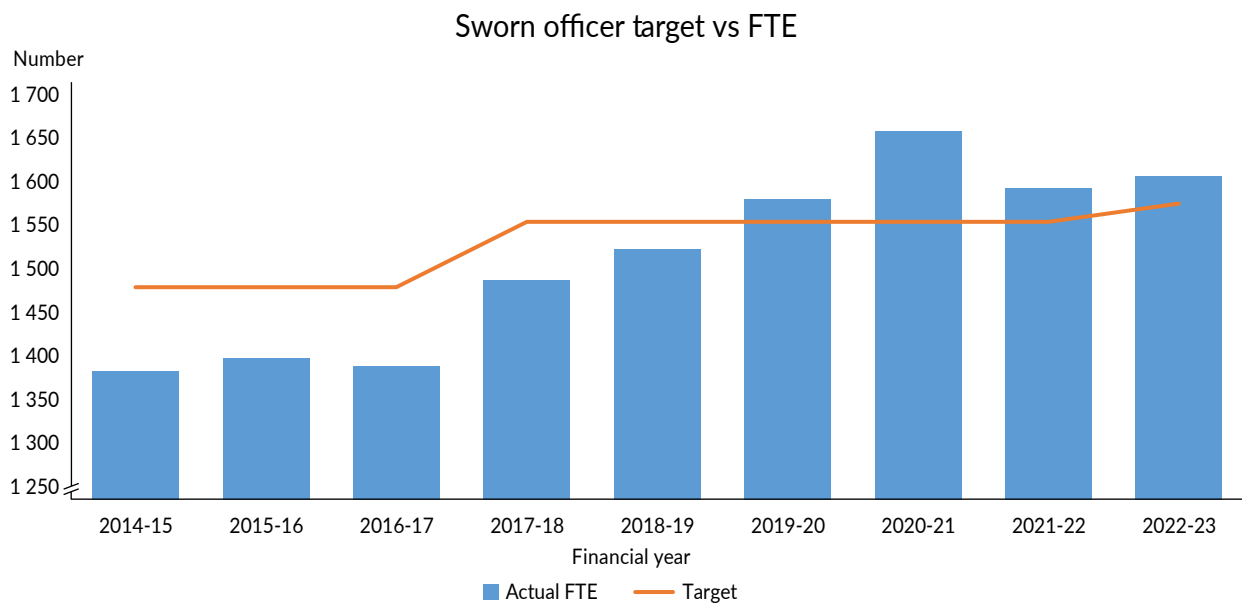
Source: Extracted from the 'staff counts identified as CALD, ATSI, and Disability' report provided by NTPF.

Note: Pay period 17 falls in mid February each year.

38 - Sworn officer target vs FTE

Sworn officer target vs actual FTE

30 June	FTE	Sworn officer target
2014-15	1 398	1 494
2015-16	1 412	1 494
2016-17	1 403	1 494
2017-18	1 502	1 569
2018-19	1 538	1 569
2019-20	1 595	1 569
2020-21	1 658	1 569
2021-22	1 608	1 569
2022-23	1 621	1 590



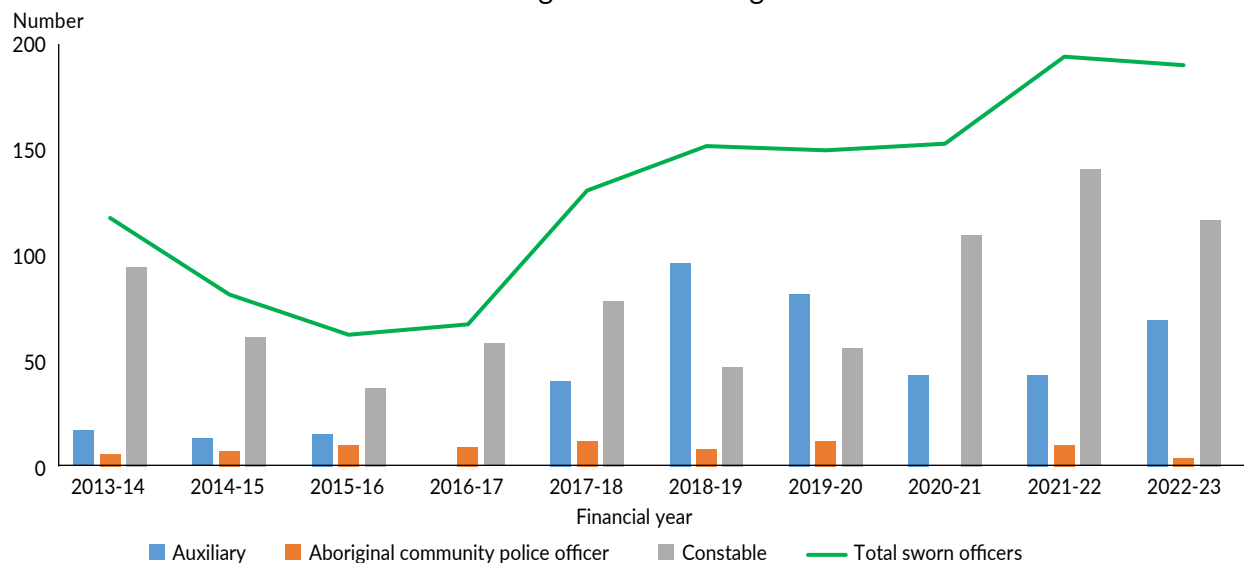
Source: FTE counts are extracted from NTPFES Annual Reports from 2013-14 to 2022-23. Sworn officer target provided by Department of Treasury and Finance.

39 - College graduates by stream

Candidates graduated from Police College - sworn officer and Aboriginal Liaison Officer streams

Stream	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23	Total
Auxiliary	17	13	15	0	40	96	81	43	43	69	417
Aboriginal Community Police Officer	6	7	10	9	12	8	12	0	10	4	78
Constable	94	61	37	58	78	47	56	109	140	116	796
Total - Sworn officer graduates	117	81	62	67	130	151	149	152	193	189	1 291
Aboriginal Liaison Officer (ALO)	0	0	0	0	0	0	0	34	25	26	85
Total graduates	117	81	62	67	130	151	149	186	218	215	1 376

Police College sworn officer graduates



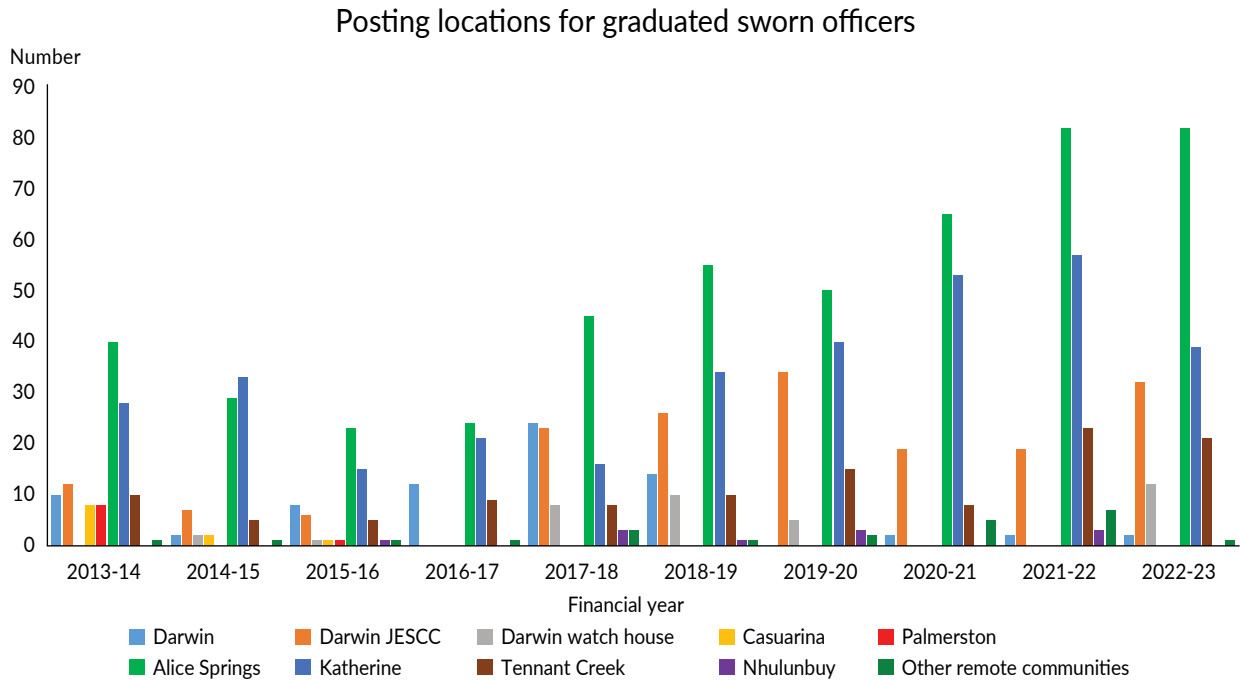
Source: Report provided by NTPF.

40 - Posting of graduated sworn officers by location

Graduated sworn officers posting by location

Sworn officer graduates					Posting location									
Year	Constable	ACPO	Auxiliary	Total Sworn	Darwin	Darwin JESCC	Darwin Watch House	Casuarina	Palmerston	Alice Springs	Katherine	Tennant Creek	Nhulunbuy	Other remote
2013-14	94	6	17	117	10	12		8	8	40	28	10		1
2014-15	61	7	13	81	2	7	2	2		29	33	5		1
2015-16	37	10	15	62	8	6	1	1	1	23	15	5	1	1
2016-17	58	9	0	67	12					24	21	9		1
2017-18	78	12	40	130	24	23	8			45	16	8	3	3
2018-19	47	8	96	151	14	26	10			55	34	10	1	1
2019-20	56	12	81	149		34	5			50	40	15	3	2
2020-21	109	0	43	152	2	19				65	53	8		5
2021-22	140	10	43	193	2	19				82	57	23	3	7
2022-23	116	4	69	189	2	32	12			82	39	21		1
Total	796	78	417	1 291	76	178	38	11	9	495	336	114	11	23
Proportion over 10 years for recruit posting locations					6%	14%	3%	1%	1%	38%	26%	9%	1%	2%

40 - Posting of graduated sworn officers by location



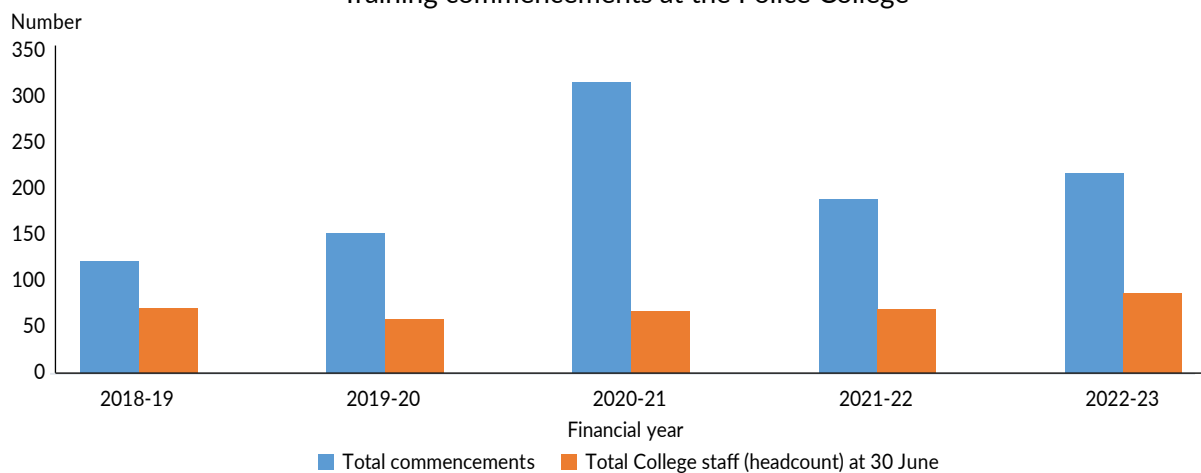
Source: Extracted from the 'Squad recruitment' report provided by NTPF.

41 - Candidate commencements at Police College and Police College staffing

Police College commencements vs Police College staff (headcount)

Financial year	CONST	ACPO	AUX	ALO	Total commencement	College staff at 30 June
2018-19	18	8	96	0	122	71
2019-20	60	12	81	0	153	59
2020-21	235	12	35	34	316	68
2021-22	91	4	67	27	189	70
2022-23	119	0	73	26	218	87

Training commencements at the Police College



Source: Commencement counts extracted from the recruit squad statistic report provided by NTPF. College staffing counts provided by NTPF.

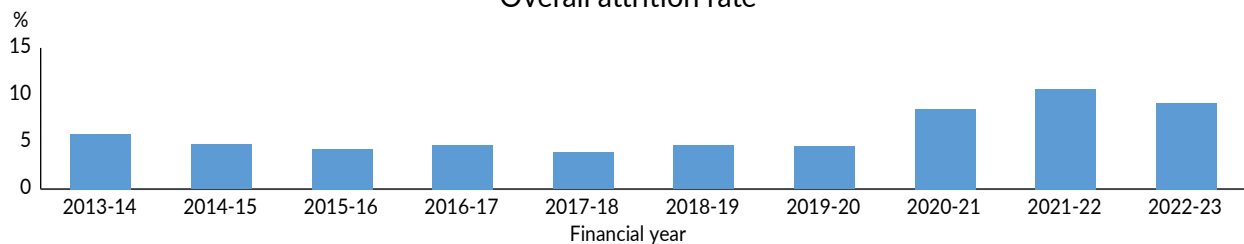
Note: Commencements include all candidates who started their training at Police College, irrespective of their graduation status.

42 - Sworn officer attrition rate

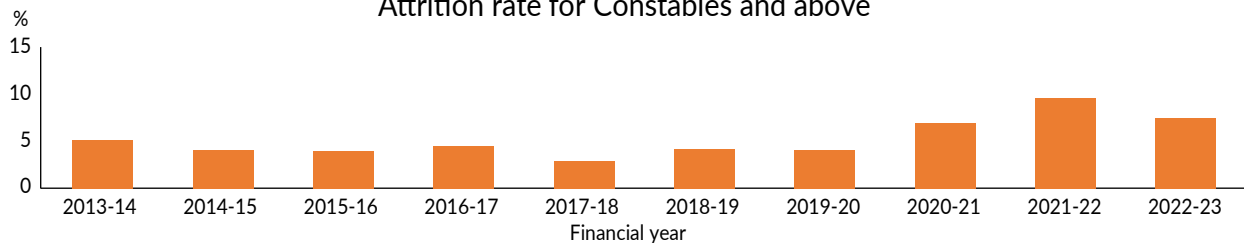
Sworn officer attrition rate

Attrition rate	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23
	%	%	%	%	%	%	%	%	%	%
Overall	5.87	4.76	4.28	4.71	3.90	4.66	4.53	8.51	10.65	9.16
Constables and above	5.17	4.11	4.05	4.57	2.91	4.19	4.17	6.98	9.73	7.58
Aboriginal Community Police Officer	1.41	4.80	5.85	2.82	4.22	3.88	2.65	10.30	5.63	6.14
Auxiliary	14.67	9.55	5.48	7.90	11.54	8.53	6.89	10.66	18.37	17.43

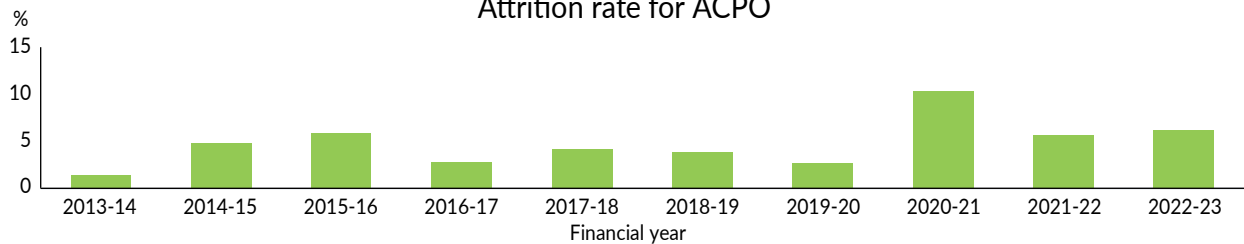
Overall attrition rate



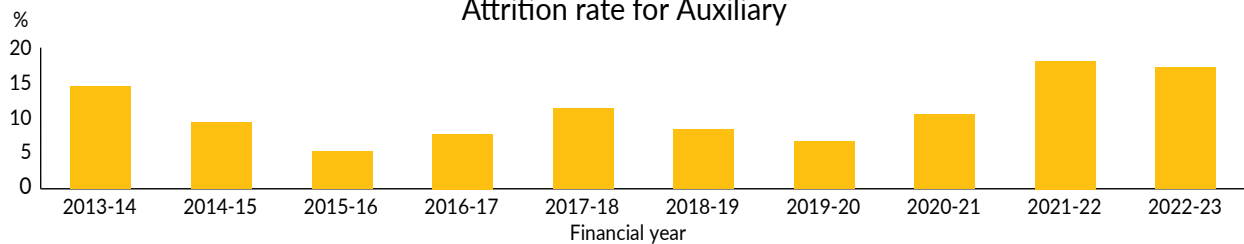
Attrition rate for Constables and above



Attrition rate for ACPO



Attrition rate for Auxiliary



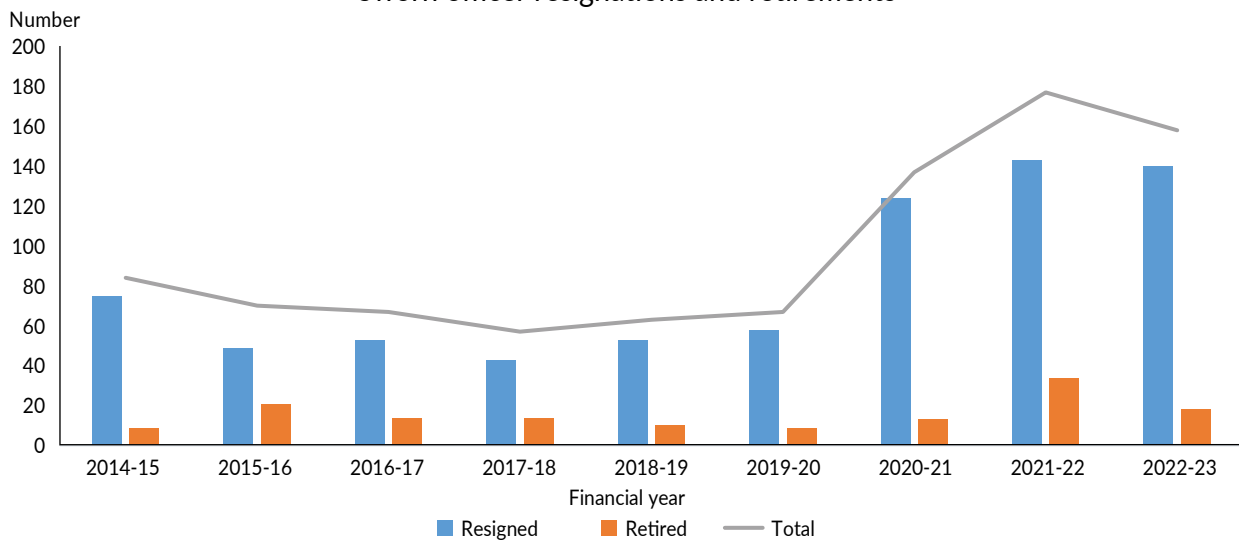
Source: Extracted from NTPFES Annual Reports from 2013-14 to 2022-23.

43 - Sworn officer resignations and retirements by financial year

Sworn officer resignations and retirements by financial year (headcount)

Financial year	Resigned	Retired	Total
2014-15	75	9	84
2015-16	49	21	70
2016-17	53	14	67
2017-18	43	14	57
2018-19	53	10	63
2019-20	58	9	67
2020-21	124	13	137
2021-22	143	34	177
2022-23	140	18	158
Total	738	142	880

Sworn officer resignations and retirements



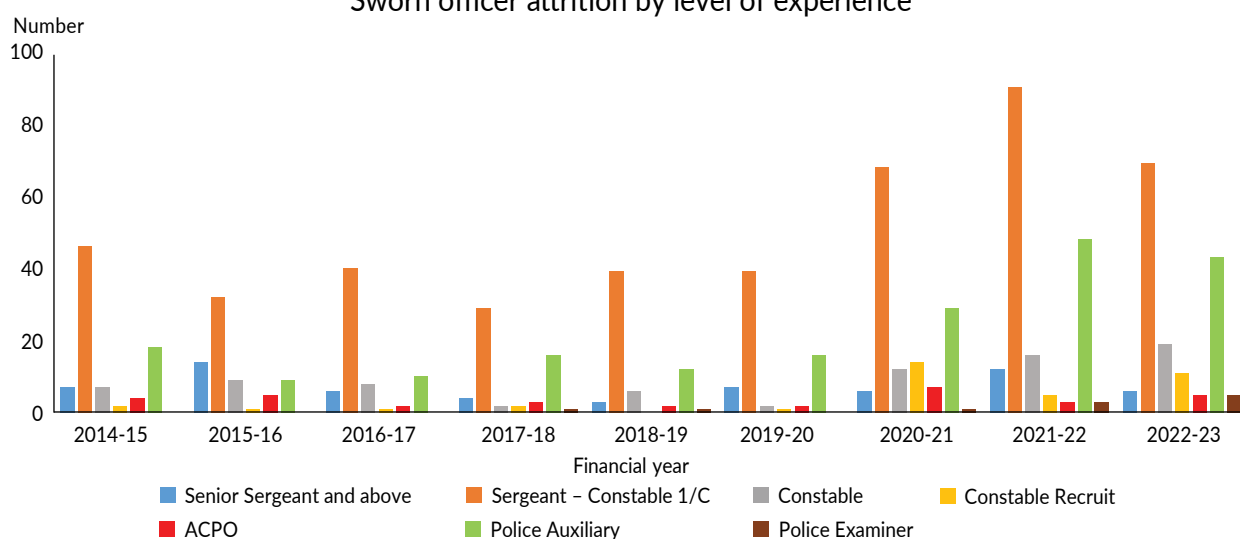
Source: Extracted from the 'Attrition count by reason and rank' report provided by NTPF.

44 - Sworn officer attrition by level of experience

Sworn officer attrition by level of experience (headcount)

Attrition by rank	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23	Total
Senior Sergeant and above	7	14	6	4	3	7	6	12	6	65
Sergeant - Constable 1/C	46	32	40	29	39	39	68	90	69	452
Constable	7	9	8	2	6	2	12	16	19	81
Constable Recruit	2	1	1	2		1	14	5	11	37
Aboriginal Community Police Officer	4	5	2	3	2	2	7	3	5	33
Police Auxiliary	18	9	10	16	12	16	29	48	43	201
Police Examiner				1	1		1	3	5	11
Total	84	70	67	57	63	67	137	177	158	880

Sworn officer attrition by level of experience



Source: Extracted from the 'Attrition Count by Reason and Rank' report provided by NTPF.

Note:

1. Senior Sergeant and above includes Commissioner, Deputy Commissioner, Assistant Commissioner, Commander, Superintendent, and Senior Sergeant levels.
2. Sergeant - Constable 1/C includes Sergeant, Remote Sergeant, Senior Constable 1/C, Senior Constable, and Constable 1/C levels.
3. Aboriginal Community Police Officer includes Senior Aboriginal Community Police Officer, Aboriginal Community Police Officer 1/C, Aboriginal Community Police Officer, and Aboriginal Community Police Officer Recruit.
4. Police Auxiliary includes Senior Police Auxiliary, Police Auxiliary 1/C, Police Auxiliary, and Police Auxiliary Recruit levels.
5. Police Examiner includes Senior Principal Examiner, Senior Examiner, Principal Examiner, and Examiner levels.

45 - Sworn officer resignations by level of experience

Sworn officer resignations by level of experience (headcount)

Resignation by rank	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23	Total
Senior Sergeant and above	5	9	1	1	2	5	5	6	2	36
Sergeant - Constable 1/C	44	23	35	25	33	34	58	70	59	381
Constable	7	8	8	2	6	2	12	15	19	79
Constable Recruit	2	1	1	2		1	14	5	11	37
Aboriginal Community Police Officer	3	3	2		2	2	6	3	4	25
Police Auxiliary	14	5	6	12	10	14	28	42	42	173
Police Examiner				1			1	2	3	7
Total	75	49	53	43	53	58	124	143	140	738



Source: Extracted from the 'Attrition Count by Reason and Rank' report provided by NTPF.

Note:

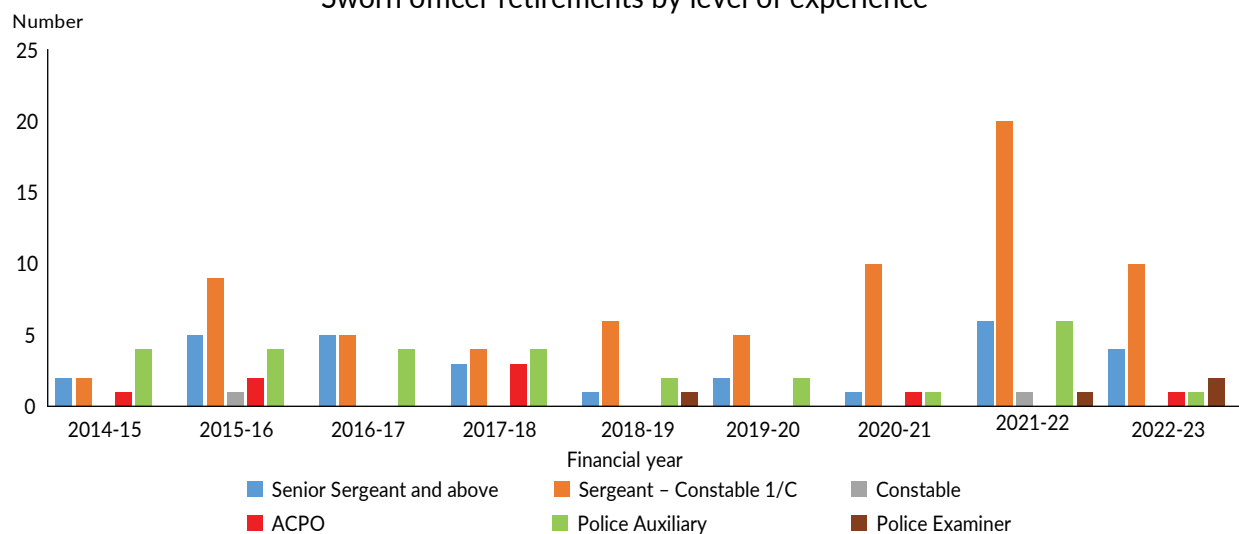
1. Senior Sergeant and above includes Commissioner, Deputy Commissioner, Assistant Commissioner, Commander, Superintendent, and Senior Sergeant levels.
2. Sergeant - Constable 1/C includes Sergeant, Remote Sergeant, Senior Constable 1/C, Senior Constable, and Constable 1/C levels.
3. Aboriginal Community Police Officer includes Senior Aboriginal Community Police Officer, Aboriginal Community Police Officer 1/C, Aboriginal Community Police Officer, and Aboriginal Community Police Officer Recruit.
4. Police Auxiliary includes Senior Police Auxiliary, Police Auxiliary 1/C, Police Auxiliary, and Police Auxiliary Recruit levels.
5. Police Examiner includes Senior Principal Examiner, Senior Examiner, Principal Examiner, and Examiner levels.

46 - Sworn officer retirement by level of experience

Sworn officer retirements by level of experience (headcount)

Retirement by rank	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23	Total
Senior Sergeant and above	2	5	5	3	1	2	1	6	4	29
Sergeant - Constable 1/C	2	9	5	4	6	5	10	20	10	71
Constable		1						1		2
Aboriginal Community Police Officer	1	2		3			1		1	8
Police Auxiliary	4	4	4	4	2	2	1	6	1	28
Police Examiner					1			1	2	4
Total	9	21	14	14	10	9	13	34	18	142

Sworn officer retirements by level of experience



Source: Extracted from the 'Attrition Count by Reason and Rank' report provided by NTPF.

Note:

1. Senior Sergeant and above includes Commissioner, Deputy Commissioner, Assistant Commissioner, Commander, Superintendent, and Senior Sergeant levels.
2. Sergeant - Constable 1/C includes Sergeant, Remote Sergeant, Senior Constable 1/C, Senior Constable, and Constable 1/C levels.
3. Aboriginal Community Police Officer includes Senior Aboriginal Community Police Officer, Aboriginal Community Police Officer 1/C, Aboriginal Community Police Officer, and Aboriginal Community Police Officer Recruit.
4. Police Auxiliary includes Senior Police Auxiliary, Police Auxiliary 1/C, Police Auxiliary, and Police Auxiliary Recruit levels.
5. Police Examiner includes Senior Principal Examiner, Senior Examiner, Principal Examiner, and Examiner levels.

47 - Sworn officer tenure analysis

Sworn officer tenure analysis										
Years of service with NTPF										
Classification	Headcount at 30 June 2023	0-4 years	5-10 years	11-15 years	16-20 years	21-25 years	26-30 years	31-35 years	35-40 years	40-45 years
Senior Sergeant and above	148	1	4	20	45	17	34	17	7	3
Sergeant - Constable 1/C	877	68	227	238	172	83	47	22	17	3
Constable	299	255	37	5	2					
Constable Recruit	32	31		1						
Aboriginal Community Police Officer	61	17	13	11	15	1	3	1		
Police Auxiliary	244	126	67	32	12	7				
Police Examiner	14		2	4	3	2	3			
Total	1 675	498	350	311	249	110	87	40	24	6
Proportion	100%	30%	21%	19%	15%	7%	5%	2%	1%	0%

Source: Extracted from the 'Headcount report as at 30 June 2023 including employee's start date' provided by NTPF.

Note:

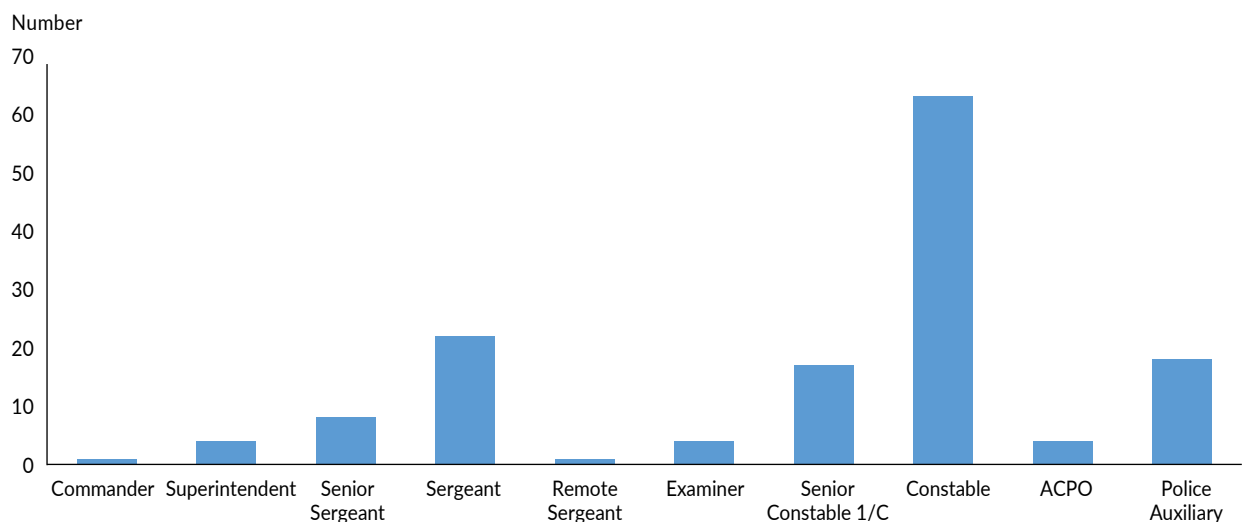
1. Years of service is calculated as number of days from employee start date to 30 June 2023.
2. Prior service with other jurisdictions is not included.
3. Senior Sergeant and above includes Commissioner, Deputy Commissioner, Assistant Commissioner, Commander, Superintendent, and Senior Sergeant levels.
4. Sergeant - Constable 1/C includes Sergeant, Remote Sergeant, Senior Constable 1/C, Senior Constable, and Constable 1/C levels.
5. Aboriginal Community Police Officer includes Senior Aboriginal Community Police Officer, Aboriginal Community Police Officer 1/C, Aboriginal Community Police Officer, and Aboriginal Community Police Officer Recruit.
6. Police Auxiliary includes Senior Police Auxiliary, Police Auxiliary 1/C, Police Auxiliary, and Police Auxiliary Recruit levels.
7. Police Examiner includes Senior Principal Examiner, Senior Examiner, Principal Examiner, and Examiner levels.
8. Some Constables with service longer than 4 years have not progressed to Constable 1/C level. In order to progress from Constable to Constable 1/C, a Constable must apply and demonstrate that they meet the necessary requirements to achieve the higher rank.
9. Prior service includes service in other NTG agencies.
10. Years of service includes leave without pay.

48 - Inoperative sworn officers as at 30 June 2023

Inoperative sworn officers as at 30 June 2023 (headcount)

Commander	Superintendent	Senior Sergeant	Sergeant	Remote Sergeant	Examiner	Senior Constable 1/C	Constable	ACPO	Police Auxiliary
1	4	8	22	1	4	17	63	4	18

Inoperative sworn officers by rank at 30 June 2023



Source: Extracted from report provided by NTPF.

Note:

1. Inoperative = leave for a continuous period of 12 weeks or more. Please note this include can be multiple leave types running sequentially eg.. recreation leave for 6 weeks continues on to 6 weeks of long service leave.
2. Presents inoperative members at year end only, not inoperative members and their inoperative period throughout the year.
3. Gaps between leave applications will break the continuous counting rule and will not report as inoperative e.g. one period finishing on a Friday and the next application starting the following Monday with a weekend in between will not count as continuous.

49 - Inoperative NTPF staff by financial year

Inoperative NTPF staff as at 30 June (headcount)

Financial year	Number of inoperative sworn officers	Number of inoperative non-sworn staff
2014-15	69	15
2015-16	71	27
2016-17	99	21
2017-18	89	25
2018-19	102	27
2019-20	100	22
2020-21	114	23
2021-22	115	32
2022-23	144	28

Source: Extracted from report provided by NTPF.

Note:

1. Inoperative = leave for a continuous period of 12 weeks or more. Please note this include can be multiple leave types running sequentially eg.. recreation leave for 6 weeks continues on to 6 weeks of long service leave.
2. Presents inoperative members at year end only, not inoperative members and their inoperative period throughout the year.
3. Gaps between leave applications will break the continuous counting rule and will not report as inoperative e.g. one period finishing on a Friday and the next application starting the following Monday with a weekend in between will not count as continuous.

50 - Inoperative sworn officers and non-sworn staff by leave reason

Table A

Inoperative sworn officers by leave reason as at 30 June (headcount)

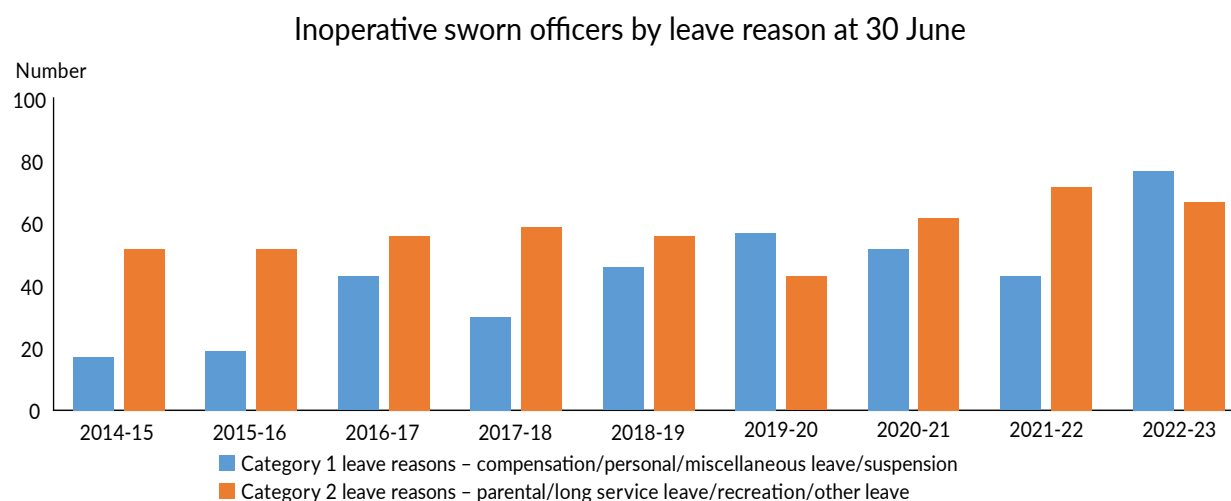
	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23	Total
Absence without authority							1			1
Compensation	3	4	9	8	8	10	19	20	39	120
Miscellaneous WOP	8	5	13	9	10	19	10	6	5	85
Personal leave WOP								1	1	2
Personal leave WOP NTCAS									1	1
Personal leave - half pay					1					1
Personal leave - full pay	5	8	14	5	21	23	14	11	29	130
Suspension with pay			4	5	1	2	2	2	1	17
Suspension WOP				1				1		2
LWOP NTCAS	1	1	2	1	3	1	4	2		15
LWOP TCAS		1	1	1	2	2	2		1	10
Category 1 subtotal	17	19	43	30	46	57	52	43	77	384
Extended leave - full pay		4	3	7	2					16
Long service - full pay	6	5	4	9	8	3	9	7	12	63
Long service - half pay	7	10	19	15	17	12	14	27	20	141
Mandatory parental leave - half pay	1	2	2	1	4	3	9	1	2	25
Mandatory parental leave - full pay	10	4	7	1	2	3			4	31
Mandatory parental leave WOP	4	4	6	4	5	7	2	7	2	41
Parental 1yr WOP	13	13	10	8	8	7	17	18	15	109
Parental 6yr WOP	2	1								3
Recreation leave	9	9	5	14	10	8	11	12	12	90
Category 2 subtotal	52	52	56	59	56	43	62	72	67	519
Total	69	71	99	89	102	100	114	115	144	903

Note:

1. WOP: Without pay.
2. NTCAS: Not to count as service.
3. TCAS: To count as service.
4. Inoperative: 12 weeks continuous leave or more.

50 - Inoperative sworn officers and non-sworn staff by leave reason

Figure A



Source: Extracted from FTE and Headcount Report from 2014-15 to 2022-23 provided by NTPF.

Note:

1. Inoperative = leave for a continuous period of 12 weeks or more. Please note this include can be multiple leave types running sequentially eg.. recreation leave for 6 weeks continues on to 6 weeks of long service leave.
2. Presents inoperative members at year end only, not inoperative members and their inoperative period throughout the year.
3. Gaps between leave applications will break the continuous counting rule and will not report as inoperative e.g. one period finishing on a Friday and the next application starting the following Monday with a weekend in between will not count as continuous.

50 - Inoperative sworn officers and non-sworn staff by leave reason

Table B

Inoperative non-sworn officers by leave reason as at 30 June

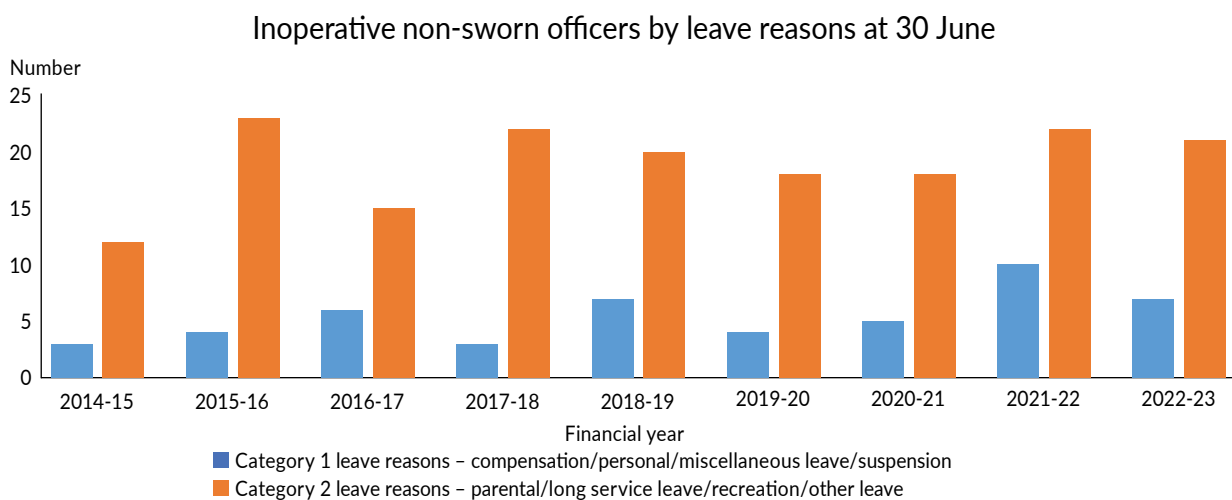
	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23	Total
Compensation									1	1
Miscellaneous - WOP	1	2	3	2	3	1	3	5	4	24
Personal leave WOP NTCAS		1	1		1			1		4
Personal leave - half pay			1							1
Personal leave - full pay	2	1	1					1		5
Suspension WOP									1	1
LWOP NTCAS				1	3	2	2	2	1	11
LWOP TCAS						1		1		2
Category 1 subtotal	3	4	6	3	7	4	5	10	7	49
War service sick									1	1
Long service - full pay	1	1	1	1			1	1	2	8
Long service - half pay		2	1		1	1	1		2	8
Mandatory parental leave - half pay		2	1	4	1	1	4	3		16
Mandatory parental leave - full pay	1	3		1	4	2	2			13
Mandatory parental leave WOP	3	3	3	3	4	1	1	4	3	25
Parental 1yr WOP	5	10	7	8	7	9	7	10	10	73
Parental 6yr WOP								1		1
Recreation leave - half pay	2		1	1		1	1			6
Recreation leave		2	1	4	3	3	1	3	3	20
Category 2 subtotal	12	23	15	22	20	18	18	22	21	171
Total	15	27	21	25	27	22	23	32	28	220

Note:

1. WOP: Without pay.
2. NTCAS: Not to count as service.
3. TCAS: To count as service.
4. Inoperative: 12 weeks continuous leave or more.

50 - Inoperative sworn officers and non-sworn staff by leave reason

Figure B



Source: Extracted from FTE and Headcount Report from 2014-15 to 2022-23 provided by NTPF.

Note:

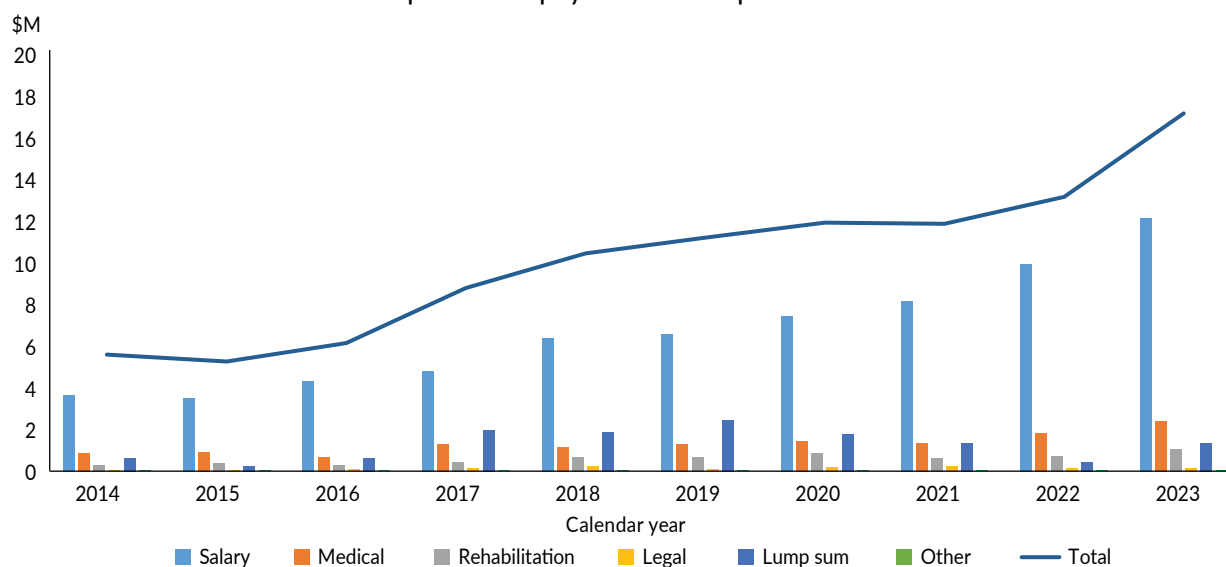
1. Inoperative = leave for a continuous period of 12 weeks or more. Please note this include can be multiple leave types running sequentially eg.. recreation leave for 6 weeks continues on to 6 weeks of long service leave.
2. Presents inoperative members at year end only, not inoperative members and their inoperative period throughout the year.
3. Gaps between leave applications will break the continuous counting rule and will not report as inoperative e.g. one period finishing on a Friday and the next application starting the following Monday with a weekend in between will not count as continuous.

51 - Workers compensation payments in respect of sworn officers

Workers compensation payments in respect of sworn officers

Year	Salary \$	Medical \$	Rehabilitation \$	Legal \$	Lump sum \$	Other \$	Total \$
2014	3 671 928	873 759	342 690	56 081	653 243	29 277	5 626 978
2015	3 530 977	950 500	408 405	98 752	261 398	48 011	5 298 043
2016	4 326 573	690 885	333 710	142 131	637 409	41 935	6 172 642
2017	4 847 757	1 330 562	453 286	160 093	2 005 874	25 819	8 823 391
2018	6 420 798	1 175 093	681 295	269 534	1 906 811	19 327	10 472 858
2019	6 596 994	1 307 733	693 737	118 231	2 482 222	35 730	11 234 647
2020	7 489 693	1 485 423	910 351	228 204	1 809 837	32 734	11 956 243
2021	8 206 938	1 346 159	677 202	253 155	1 389 928	34 637	11 908 018
2022	9 946 429	1 835 146	746 441	189 499	456 420	19 606	13 193 541
2023	12 161 564	2 416 218	1 068 357	170 960	1 368 320	17 561	17 202 981

Workers compensation payments in respect of sworn officers



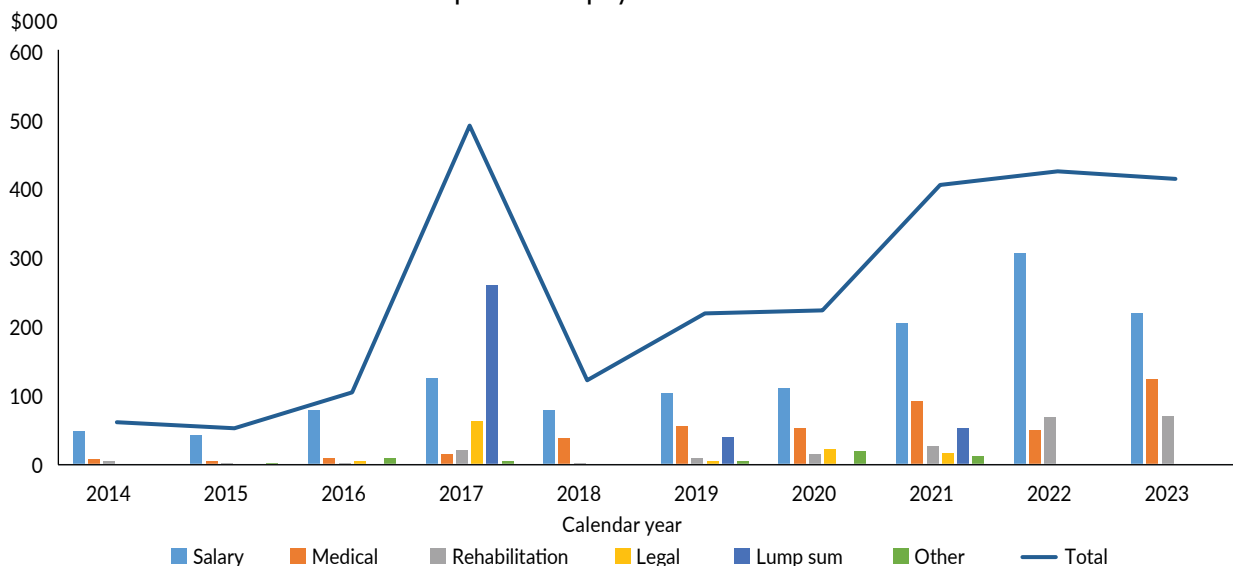
Source: Extracted from 'Return to Work Payment Summary from 2014 to 2023' provided by Department of Treasury and Finance.

52 - Workers compensation payments in respect of non-sworn staff

Workers compensation payments in respect of non-sworn staff

Year	Salary \$	Medical \$	Rehabilitation \$	Legal \$	Lump sum \$	Other \$	Total \$
2014	48 946	7 616	5 437	0	0	0	61 999
2015	42 411	5 066	1 560	1 051	0	3 038	53 126
2016	79 219	8 719	2 275	5 385	0	9 866	105 463
2017	125 292	14 925	21 440	63 942	261 000	5 836	492 436
2018	79 872	38 651	2 869	252	0	857	122 501
2019	103 038	56 866	8 997	5 476	40 000	5 736	220 113
2020	111 624	52 635	16 022	23 243	500	20 495	224 518
2021	205 554	91 641	26 986	16 641	52 738	12 768	406 329
2022	307 222	49 449	69 273	164	0	0	426 109
2023	220 678	123 794	70 631	0	0	0	415 104

Workers compensation payments for non-sworn staff



Source: Extracted from 'Return to Work Payment Summary from 2014 to 2023' provided by Department of Treasury and Finance.

Appendix 6

Abbreviations and glossary

Abbreviations

Acronym	Definition
ACPO	Aboriginal Community Police Officer
AFP	Australian Federal Police
ALO	Aboriginal Liaison Officer
AO	Administrative Officer
APM	Australian Police Medal
ART	Alternative Resolution Team
BDR	Banned Drinker Register
CA	Consent Agreement
CMC	Department of the Chief Minister and Cabinet
CREC	Community Resilience and Engagement Command
DCDD	Department of Corporate and Digital Development
DIPL	Department of Infrastructure, Planning and Logistics
DTF	Department of Treasury and Finance
ECO	Executive Contract Officer
FIFO	Fly-In Fly-Out
FLA	Frontline Auxiliary
FMA	<i>Financial Management Act 1995</i>
FSB	Forensic Science Branch
FTE	Full-Time Equivalent
HR	Human Resources
ICT	Information and Communications Technology
JESCC	Joint Emergency Services Communications Centre
KPI	Key Performance Indicator
MCIU	Major Crash Investigation Unit
NSW	New South Wales
NT	Northern Territory
NTES	Northern Territory Emergency Services
NTFRS	Northern Territory Fire and Rescue Service
NTPA	Northern Territory Police Association
NTPF	Northern Territory Police Force
NTPFES	Northern Territory Police, Fire and Emergency Services
NTPS	Northern Territory Public Sector
PAA	<i>Police Administration Act 1978</i>
PATD	Police Arbitral Tribunal Determination 1/2011
PALI	Police Auxiliary Liquor Inspector
PIPS	Personnel Information and Payroll System
POSI	Point of Sale Intervention
PRIT	Police Review Implementation Team
PROMIS	Police Real-time Online Management Information System
PSC	Professional Standards Command
PSEMA	<i>Public Sector Employment and Management Act 1993</i>

RAM	Resource Allocation Model
TACO	Technical and Covert Operations
TFHC	Department of Territory Families, Housing and Communities
TRG	Territory Response Group
TSD	Territory Safety Division
WHS	Work Health and Safety

Glossary

Term	Definition
Federal Intervention	The Northern Territory National Emergency Response, 'the federal intervention', was a package of measures enforced by legislation affecting First Nations people in the Northern Territory from 2007 to 2012.
General Order	A set of permanent instructions, guidance and advice to provide an ethical framework for members decisions and actions.
Muster Room	A place where a team or patrol group gather for the purpose of inspection, tasking and the sharing of pertinent information.
Patrol Group	Multiple NTPF units available for response for one shift within divisions with operational capability and performing operational duties, predominantly frontline duties.
Person in Custody	A person apprehended or arrested and held in police custody under a provision of a law in place or enforceable in the Northern Territory.
Police Cells	Any cell complex attached to a police facility that is not permanently staffed.
Police Consent Agreement	Consent agreements are negotiated between the NTPA on behalf of its members and the NT government in respect of conditions of service, wages, allowances and other industrial entitlements.
PROMIS	Police Real-time Online Management Information System (PROMIS) was the NTPF case management system until replaced in late 2023 with SerPro.
Revote Works	Capital works carried over from the previous financial year.
SerPro	Serve and Protect - an integrated digital case management system replacing PROMIS.
Supervisor	A member of the NTPF who is a Senior Sergeant, Sergeant or the most senior member performing supervisory duties for an operational shift.
Sworn Officer	A member of the NTPF appointed under the <i>Police Administration Act 1978</i> (NT) and under the control and management of the Commissioner of Police.
Themis stations	Temporary police stations established by the Commonwealth Government as a part of the Federal Intervention in the NT. Also known as police posts.
Use of Force	Any situation where police officers use physical force or other technique, in the lawful execution of their duty.
Watch House	Police cells that are permanently staffed (Darwin/Palmerston, Katherine, Tennant Creek and Alice Springs).

