

# Evaluation of the Community Engagement Police Officers Trial Final Report

Prepared for Attorney-General's Department and NT Police, Fire and Emergency Services

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# 1. Forward

## Background and context

Under the 2009 Closing the Gap in the Northern Territory National Partnership Agreement, a trial of sworn Community Engagement Police Officers (CEPOs) in eight remote Indigenous communities has been funded by the Commonwealth Attorney General's Department (AGD) and was implemented by the Northern Territory Police. The CEPOs trial aimed to deliver better justice outcomes by developing a shared understanding of priority community safe issues, building trust, preventing crime and providing appropriate diversionary options through community policing methods.

This comprehensive evaluation, tasked with assessing the overall effectiveness of the trial, holds relevant insights for the Northern Territory Police, other State/Territory police forces and policy makers in Canberra and beyond. Given the current over-representation of Indigenous people in the criminal justice system (they make up 82% of prisoners in Northern Territory Correctional Centres (based on a daily average) and 73% of offenders under the supervision of Community Corrections (based on a daily average))<sup>1</sup> new approaches to policing are required in the Territory.

Community engagement is particularly important in remote Indigenous communities where in the past there may have been troubled relations with the police and/or there is feuding or conflict within the community. With the significant increase of police stationed in remote communities in the past five years, most notably in the Northern Territory, more attention has been paid to how to improve community policing in such locations. In a survey of local residents in Northern Territory communities that had additional or new stations, Pilkington (2009) found that although most people were positive about the police there was considerable differences in attitudes to individual officers which seemed linked to the style of engagement they practiced. Similarly, in the review of remote policing it was concluded that there is a need for more systematic and uniform approaches to policing in remote Indigenous communities (Allen Consulting Group 2010).

The core elements of community engagement – effective communication, building trust and respect, and fostering a partnership – contribute to a mode of policing that is with and for the community. Although Australian police services have a long history of employing community liaison officers or community police to assist with their work in certain places and with certain groups, these schemes have attracted considerable criticism over the years. The crucial distinction between these schemes and the CEPOs is that the latter are sworn police officers.

Critical impetus for the CEPO trial seems to have been the *Independent Review of Policing in Remote Indigenous Communities in the Northern Territory* (Allen Consulting Group 2010). It is apparent that the Allen Consulting Group (2010) had a broad vision about community policing in remote communities. In the report, three important principles were identified for remote community policing:

- General principles and standards need to be localised to the needs of each community.
- Social order issues need to be addressed through community policing in conjunction with education, health, housing, employment and economic development programs.
- Community policing requires a multifaceted community-focused approach that involves a balance between traditional enforcement and engagement with the community.

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<sup>1</sup> <http://www.pc.gov.au/gsp/rogs/2013>.

In addition to citing the review, the introduction to the CEPO course training material (NT Police 2011) refers to four of the nine principles of policing articulated by Sir Robert Peel, the British founder of modern western policing. The four principles relate to public approval and respect that ensures willing co-operation from the public and diminishes the need for physical force, along with the need for a relationship that reflects the historical tradition that police are members of the public who are paid to give full-time attention to duties incumbent upon every citizen.

The Australian Institute of Criminology (Segrave and Ratcliffe 2004) suggests community policing has many potential benefits as outlined below.

- Benefits to communities:
  - The mobilisation and empowerment of communities to identify and respond to community safety issues.
  - A reduction in problems and issues of concern as they are prioritised and addressed.
  - A safer physical and social environment - increased social cohesion through a focus on community safety.
  - An increase in positive community attitudes towards police.
  - Reduced fear of crime.
- Organisational benefits to police:
  - Improved police-community relationship.
  - Improved community perception of police 'legitimacy'.
  - Increase in police officer satisfaction with their work.
- Shared benefits:
  - Decreased potential for police-community member conflict.
  - Reduced crime rates.
  - Improved information flows between the police and the community.
  - More effective implementation of crime prevention and response, as police and community work together towards shared community safety goals.

The CEPO trial evaluation found that many of these benefits were being realised.

## The CEPO trial results and learning

Community and service provider satisfaction surveys are now accepted ways of evaluating success in delivering policing services to specific communities (ANZPAA: 2010)<sup>2</sup>. This evaluation found that the CEPOs made a significant difference in community satisfaction with police and in some instances, contributed to improved perceptions of safety. These are both key performance indicators for the Northern Territory Police Service. It also seems the CEPOs have contributed to increased satisfaction with police and perceptions of police integrity, both of which are measures of police effectiveness employed by the Productivity Commission at a national level. In particular, community members and service providers felt that the CEPOs were helping improve relationships and trust in

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<sup>2</sup> At a national level the Productivity Commission has a suite of agreed performance indicators for justice services including community perceptions of safety as an outcome measure, and for police effectiveness, satisfaction with police services and perceptions of police integrity. The Northern Territory Police Service Annual Report also details the proportion of the public feeling safe and satisfied with police services.



the police, facilitating better service coordination at the community level, improving safe behaviours (particularly around school attendance), helping people feel safer, improving the flow of information on crime and crime prevention to the police as well as inspiring community members, service providers and the police to work better together to prevent crime.

The supporting qualitative research, key stakeholder interviews and desktop review found many examples of these benefits happening 'on the ground' providing further support for these positive community and service provider perceptions. For example, the School Counsellor at the Maningrida School reported she had a case load of around 300 children and young people. She estimated that the CEPO had helped her to support and mentor around 150 of these clients, some of whom had been exhibiting serious sexualised behaviour, were involved in break-ins, substance abuse and/or bullying. Similarly in Wadeye, it was reported that the female CEPO had helped many young women escape violence and that in at least one case, she had prevented a suicide. In Yuendumu it was reported that the CEPO was helping calm the community, reducing the incidence of violence between warring families and helping people feel safer as a result. Again in Maningrida the Child Safety and Wellbeing service provider felt that the loss of the CEPO had been devastating in terms of reducing their ability to engage with the police and implement early intervention activities. It is hard to quantify the benefits that the CEPOs provided to communities and service providers in this way - but if they prevented just one case of murder, suicide, rape or child abuse than the trial has already paid for itself.

CEPOs were perceived to be least effective at reducing contact with the Criminal Justice System. This does not imply problems with the approach, more that community policing is not a panacea to the underlying problems that contribute to offending in Indigenous communities; such as welfare dependency, substance abuse, discrimination and disadvantage in education, employment, housing and health. These issues cannot be addressed by any one discrete program but require comprehensive whole-of-government, community-driven responses and an intergenerational commitment to dealing with the root causes of disadvantage. The relevance of these issues to Indigenous over-representation in prisons was recently highlighted by a High Court decision to consider Aboriginality and social deprivation in criminal sentencing<sup>33</sup>.

The evaluation also found there were a number of issues in relation to implementation and operation that may have reduced the overall effectiveness of the trial, in particular a lack of 'on the ground' police 'buy in' meant the CEPOs were not always fully supported or appreciated by their colleagues. This combined with conditions of service, the challenging nature of the work, particularly in maintaining momentum, and uncertainty regarding the future of the CEPO role once the trial was complete - helps explain why CEPO positions in a four of the eight CEPO hosted communities were vacant at the time of this evaluation. The fact that research participants were still so positive about the CEPOs and could provide many examples of them meeting their objectives even after many months of absence, underscores the impressive contributions they made towards community safety even over a limited time frame.

Therefore, it is strongly recommended that the Northern Territory Police use the learnings from this evaluation to develop an integrated model of community policing in the Northern Territory. This could be based around the current model of a CEPO servicing a discreet community or it could involve CEPOs servicing clusters of communities. Alternatively community policing could be fully incorporated into the role of general duties policing, or perhaps a hybrid encompassing elements of all three models is possible.

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<sup>33</sup> The Weekend Australian, Test of Aboriginality Jail-term Rules, May 11-12 2013, pg 8.

## **Overall recommendation**

**It is recommended that funding be provided before the trial wraps up to prevent a loss of momentum in CEPO communities and to maximise the return on the investment made in remote community policing (via the CEPOs) to date. The Northern Territory Police should also be given maximum flexibility to develop a model of community policing that they see as most workable and effective given their operational constraints.**

## 2. Executive summary

This section summarises the key findings of this research.

### 2.1. Method

This report presents the findings of a robust evaluation of the Community Engagement Police Officers (CEPO) trial. The evaluation was to assess the overall effectiveness of the trial in meeting its objectives as set out in the Closing the Gap in the Northern Territory National Partnership Agreement. As per the Agreement, the CEPOs were expected to engage with their hosted communities to develop a shared understanding of prominent community safety issues, and to build stronger relationships between police and the communities in which they are based.

The evaluation utilised a mixed methods participatory action research approach which included:

- 18 interviews with key stakeholders and a desktop review of documents, police incident data and video footage supplied by the AGD and the Northern Territory Police; and
- Fieldwork involving visits to nine remote communities across the Northern Territory. Eight of these communities hosted a CEPO, including: Wadeye, Yuendumu, Maningrida, Groote Eylandt (Angurugu/Umbakumba), Lajamanu, Ali Curung, Papunya, and Hermannsburg (Ntaria). The ninth community, Galiwinku did not host a CEPO and was included as a comparison community to see if community relations with the police were any different. The fieldwork involved administering a quantitative report card (Impact Survey) and a follow up qualitative discussion guide to assess the effectiveness of the CEPO trial. During the fieldwork stage a total of 473 interviews were conducted: 323 with community members and 150 with service providers.

All of the above research was conducted between December 2012 and March 2013.

### 2.2. Key findings

#### **CEPOs have been very successful across a number of measures.**

The evaluation found strong support for the CEPOs trial from most key stakeholders as well as community members and service providers based in the trial communities. These participants felt the program was meeting most of its key objectives and that the CEPOs were an invaluable resource for improving community safety.

#### **Impact Survey summary**

The table below indicates that the CEPOs were perceived to be most successful at:

- **making it easier for the community to get on with the police** (because of their intensive community engagement activities),

- **helping services work better together with the police** (because the CEPOs provided a consistent proactive police presence),
- **improving safe behaviour** (particularly in relation to improving school attendance) and
- **making the community feel safer** (because of the former three reasons).

CEPOs were perceived to be least effective at reducing community member contact with the Criminal Justice System. Furthermore, their scores were relatively low for informing the police about crimes like family violence, break-ins, drugs and assault (often due to taboos, fear of payback and family loyalty). Service providers in particular, often gave a low rating or a 'Don't Know' answer to these questions citing they were unaware of the official statistics for the community in which they were based.

### Impact Survey summary table<sup>4</sup>

Do you think the CEPO has helped...
Q1 ...make it easier for the community to get on with the police? <b>All communities = 72%</b>
Q4 ...police and other services like Night Patrols, Shire, Sport & Rec, and schools work better together? <b>All communities = 71%</b>
Q5 ...improve safe behaviour like more kids going to school or less grog or gunja smoking/petrol sniffing? <b>All communities = 69%</b>
Q2 ...make the community feel safer? <b>All communities = 64%</b>
Q9 ...people feel more comfortable telling the police about crimes? <b>All communities = 64%</b>
Q6 ...get the community working together to make sure new safety programs work? <b>All communities = 60%</b>
Q3 ...work with the community to bring in new safety plans? <b>All communities = 56%</b>
Q7 ...less young ones get in trouble with the police <b>All communities = 53%</b>
Q10... people feel more comfortable telling the police about crimes like family violence, break-ins, drugs and assault? <b>All communities = 48%</b>
Q8 ...less adults get in trouble with the police <b>All communities = 40%</b>

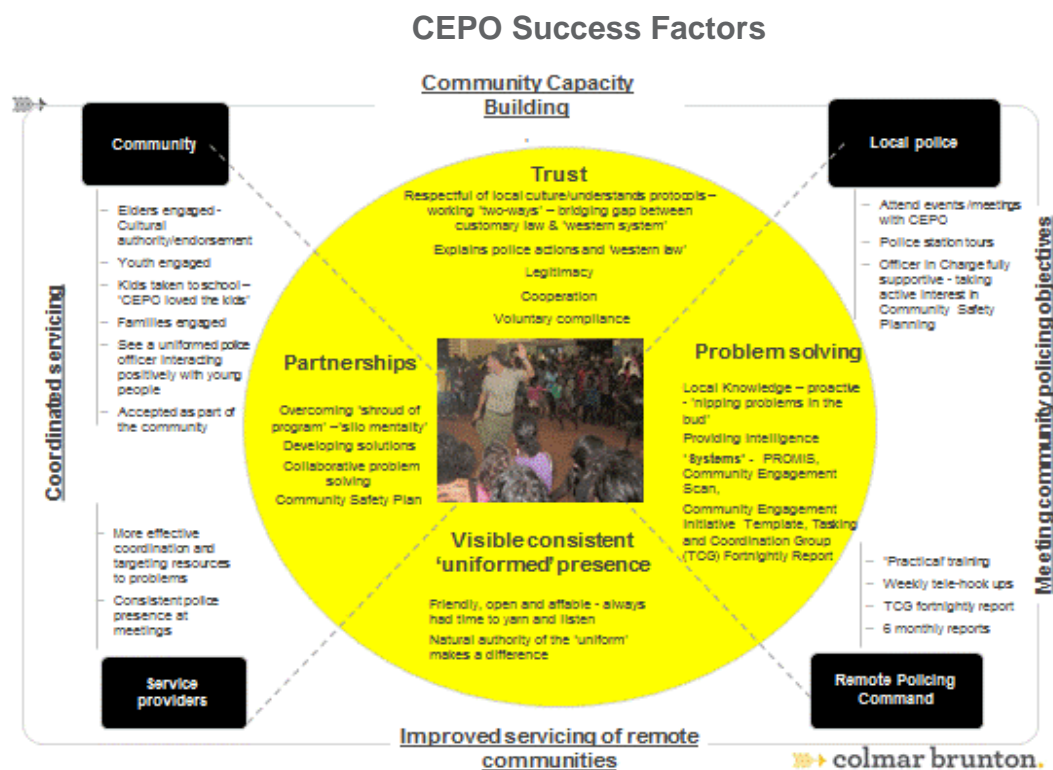
### CEPOs fostered stronger relationships with communities

<sup>4</sup> Percentages displayed below are based on the number of participants who felt the CEPO was doing the action outlined in each question either often or very often. Each question was designed in plain English to capture participant's views on the key objectives of this evaluation.

CEPOs clearly helped people get on with the police in the communities in which they were based. For all communities that hosted a CEPO, nearly three quarters (72%) said that this happened either often or very often. Proportions were much lower in the comparator community of Galiwinku with less than a fifth (15%) of respondents feeling this had happened either often or very often.

Essentially, CEPOs facilitated better relationships with police and communities through their intensive community engagement activities. CEPOs were also described as being very approachable, polite, easy to talk to, and respectful of culture. In this way, they became effective conduits between the community and the police. In particular, they had the time to explain police actions or decisions more thoroughly with community members. This often helped families understand that the police 'were not acting rough' or disrespectfully when they arrested a family member, but were actually 'just doing their job'.

A diagrammatic representation of CEPO success factors based on the three communities where the CEPO had the most impact (Lajamanu, Maningrida and Hermannsburg (Ntaria) – see Table 5: Impact Survey summary in the detailed findings section) is presented below. The CEPO depicted in the middle of the diagram doing a dance at the Arnhem Land Sports festival in Maningrida was one of the most successful CEPOs in this evaluation. Based in Maningrida, he epitomised the essential qualities of a CEPO – committed, passionate, respectful of culture, open, friendly, empathetic with a strength-based problem solving philosophy. Even more important, he was said to "love the kids" (community member). You can read more about him in Appendix J. In summary, he built trust through respecting culture and explaining police actions. He developed effective partnerships with all key stakeholders including traditional lawmen the 'Bunawarra' Maningrida Tribal Council, who accepted him as one of their own and became a visible consistent presence, who was accepted as part of community life. Through partnerships with key stakeholders he was also able to target and effectively deal with problems like low school attendance, behavioural problems at the school and grog/gunja running during ceremony.



**As illustrated in the diagram above, the elements common to the most successful CEPOs included:**

- Being highly visible. CEPOs were often seen in community, walking around, engaging with people, sitting with elders under a tree or attending community meetings. In this way the CEPOs helped to take up the community engagement 'slack' caused by busy general duties officers and OICs.
- Visiting the families of people who had been arrested and explained what had happened to their loved ones in a caring and respectful way. CEPOs spend a lot of time explaining the law to community members which leads to a better understanding of why the police act as they do, the consequences of criminal behaviour, and how to stay out of trouble.
- Being positive role models and mentors to young people, unbiased mediators resolving interfamily conflict and drivers of positive change towards safer communities.
- Developing partnerships with all key stakeholders. Focusing efforts on youth, the school and empowering existing community leadership groups such as tribal elders and Local Reference Groups.
- They helped to build local capacity using local knowledge to problem solve and proactively prevent crime. These CEPOs did not have their own agendas; they listened and helped communities pursue their own community safety goals.
- Providing a consistent uniformed police presence at agency and interagency meetings. This was highly valued, helped coordinate service provider efforts, and facilitated improved communication and relationships with the police, other service providers, community groups and the community in general.
- The personalities involved epitomised the archetypal CEPO – committed, passionate, dedicated, willing to engage with culture, patient, empathetic and understanding, good listener and employs a place based strengths approach i.e. responding to the community's needs in a way that builds on the community's strength.

CBSR spent a day with a CEPO on patrol in Yuendumu. A record of the day is presented in Appendix K. This case study example demonstrates how the CEPOs engage with community members, how they use local knowledge to resolve crimes, how they mentor young people, and how they support service providers.

The elements of the diagram where more work is required relate to the relationship between the CEPO, the Officers in Charge (OIC), and local police. These relationships were strained in Lajamanu (where the CEPO had to leave due to the poor relationship with the OIC) and Maningrida (where the CEPO was spending nearly half of his time on general duties in the first six months). Indeed of all participants, general duties officers and some OICs tended to be least positive about the CEPO trial. They questioned whether the program was helping improve relationships between the community and the police or just the community and the CEPO. Some also spoke of an 'us and them' mentality feeling that as general duties officers they had to do all the hard 'real' policing work of responding to crime and locking people up while the CEPO made friends, went to meetings and kicked a football around with the kids. This lack of support for CEPOs from colleagues is likely to have reduced the ongoing impact of the trial as general duties officers had (and have) neither the time nor inclination to continue community engagement activities due to a lack of 'buy in'.

It should be noted that the CEPOs were trying to ensure their community engagement activities paid dividends to other police by organising tours of the police station in communities like Wadeye, and also by inviting general duties officers to attend recreational events like discos, movie nights and sports activities. These efforts need to be intensified to ensure CEPO activities improve relationships with all police and not just the CEPO. In addition, the OICs should take an active interest in



community engagement and work in close partnership with the CEPO; his attitude would then filter down to other police members at the local level. Another potentially high value, but largely untapped area involves the intelligence gathering function and the way this information could be analysed by local police and Remote Policing Command to tackle long term problems like gunja smuggling, grog running, road trauma, domestic violence and family fighting.

Most participants from the comparison site of Galiwinku felt that community/police relations had deteriorated over the last two years and felt that the police were now too rough. Arresting people in the community store in front of elders and children was considered especially shameful for the whole community, particularly for the elders. Likewise there were complaints about community members being searched at the airport (with their bags being tipped out) and of what appeared to be unauthorised searches of people's houses. Some community members also felt that the police did not respect traditional Yolngu law and approaches to maintaining community safety and were unwilling to work 'two ways' with the community.

**These issues were provided as examples of police conduct that were eroding trust and confidence in the police. They are also precisely the type of issues that CEPOs have successfully mitigated in their hosted communities through intensive community engagement activities.** The police in Galiwinku are aware of some of this negative community sentiment but are basing their efforts on a zero tolerance approach to keep the community safe, and to ensure that perpetrators of crime understand the consequences of their actions.

#### Recommendations

1. All police include foot patrols as an important community engagement strategy in remote communities. This will enhance opportunities to collect local intelligence.
2. CEPOs intensify efforts to involve general duties officers in their work so better relationships are fostered between all police officers and the community and not just the CEPO and the community.
3. Community engagement is included in every OICs KPIs to further reduce the delineation between general duties officers and the CEPOs. Something that the OIC in each community will be responsible and accountable for if targets are not met i.e. OICs will be required to report against community engagement measures. In this way community engagement will eventually become a routine part of every police officer's role even in the absence of a CEPO.
4. Use local information and knowledge collected by the CEPOs to develop plans to tackle gunja smuggling, grog running, road trauma, domestic violence, family fighting and to prevent and respond to riots and other crisis.
5. A zero tolerance approach to policing in remote communities be avoided as it is not conducive to the community engagement policing model.

### CEPOs reduced the fear of crime helping people feel safer

CEPOs also helped people feel safer. For all communities that hosted a CEPO, nearly two-thirds (64%) said that the CEPO had helped make their community feel safer either often or very often. This was compared with around a quarter (26%) for the comparator community Galiwinku.

Through the development of projects, involvement in community activities, and partnerships with other service providers such as schools, youth groups, Sport and Recreation and justice programs, CEPOs contributed to community education efforts in a number of key areas, such as safe driving, fire safety, anti-bullying, substance abuse and sexual health. Through the CEPOs intensive community

engagement activities community members felt safer because they felt more comfortable with police and had a better understanding of the constraints police were operating under. People also felt safer at events like movie nights, discos, and sport activities when the CEPO was in attendance. Community members also felt less threatened because the CEPO did not wear a gun while undertaking community policing activities.

It can be difficult to demonstrate how CEPO activities result in enhanced community safety, at least in the short term. This is because lower crime rates based on people feeling better about the police are not likely to emerge (see Appendix C Analysis of police incident data).

#### **Recommendations**

6. To overcome the problems of measuring the effectiveness of community policing activities on community safety, community surveys that capture how people feel about the police and community safety issues, should be seen as a legitimate way of evaluating community policing performance (see sections 5.8 Systemic issues impacting the effectiveness of the CEPOs trial and 5.9 Framework for future monitoring, evaluation and reporting for more details).
7. Police should only wear guns in remote communities, in situations where their safety could be threatened, or when responding to serious criminal activity i.e. not when they are just walking around talking to people or attending meetings.

### **CEPOs successfully worked in partnership with communities to improve community safety**

Just over half of the participants in CEPO hosted communities felt the CEPOs had worked with the community to bring in new safety plans (56%) and helped get the community working together to make sure that new safety actions and programs worked (60%) either often or very often. There were much lower proportions of people feeling this way about the police in Galiwinku (8% and 26% respectively).

All the CEPOs in conjunction with their OICs attempted to support communities in developing their own Community Safety Plans. However, the success of this operation depended on garnering the necessary community support. This was much easier in cohesive communities like Lajamanu, compared to communities experiencing ongoing unrest like Yuendumu. Apart from the safety plans, CEPOs were involved in a wide range of activities aimed at improving community safety (refer to Appendix B CEPO activities for more details).

Most of the CEPOs and key stakeholders felt that the demand for community safety initiatives was so great that any activities would be worthwhile, provided they were designed in partnership with the community and the CEPO had the passion and dedication to make them work. This is consistent with data analysis suggesting that there was little correlation between the mix of CEPO activities provided in each community and perceived impact of the CEPOs performance (for more details please see Section 10.7 Mix of CEPO activities and perceived impacts in Appendix E Index scores). This suggests that in the absence of CEPOs, OICs and general duties officers could choose one or two community engagement activities they feel passionate about and engage with the community through those activities. Of course these activities would need to be in line with the community's own safety priorities and designed in close partnership with community elders and leadership groups.



### Recommendations

8. CEPOs should play a key role in revitalising and implementing Community Safety Plans, including helping communities design and implement their Alcohol Management Plans as part of the wider safety plan.
9. It is recommended that all police be involved in the community engagement activities that they are most passionate about, and that are in line with their community's own safety priorities.

## CEPOs enhanced coordination between the police and other service providers

The ability to work with all service providers and overcoming the silo mentality that is so common in remote communities is a key strength of the CEPO program. The CEPOs contributed to enhanced coordination between the police and other service providers like Night Patrols, Shire, Sport and Recreation and schools. Just under three quarters of participants in the CEPO hosted communities (71%) felt that this happened either often or very often. This is compared to just under a fifth (17%) of people feeling the police had enhanced coordination in Galiwinku.

CEPOs forged strong relationships with key leadership groups, service providers, and people in each of their assigned communities, although the nature of the groups varied by community. Most worked with Local Reference Groups or Tribal Councils to seek community views, garner support and to sometimes work on community safety plans. Other key partners often included GECs, AFLNT, Sport and Recreation, Night Patrol, Child Protection and key staff working in the local school.

Most service providers felt that CEPOs were playing a pivotal role in interagency relationships and activities. For example, most service providers felt that CEPOs had provided effective support for key services and agencies in the communities and had effectively facilitated improved communication between key agencies. In some communities like Lajamanu the health clinic reported that the CEPO had improved relations and cooperation between the health clinic and the police, and the health clinic and the school. In Maningrida, the Child Safety and Wellbeing service provider felt that the loss of the CEPO had been devastating in terms of reducing their ability to engage with the police and implement early intervention activities. This participant spoke about the CEPO's talent for engaging and providing positive role modelling to young people who were exhibiting serious sexualised behaviour.

In Wadeye, service providers reported that the female CEPO had helped many young women escape violence and in at least one case prevented a suicide. Similarly, the School Counsellor at the Maningrida School reported she had a case load of around 300 children and young people. She estimated that the CEPO had helped her to support and mentor around 150 of these clients. For example, if a young person was exhibiting serious sexualised behaviour, involved in break-ins, substance abuse or bullying, the CEPO would attend conferencing in full uniform and emphasise the criminal consequences of such actions. This had a *"...massive impact on young men and boys who were greatly influenced by a strong male role model who struck a wonderful balance between being assertive and authoritarian on the one hand, and being a gentle giant on the other."* (Service Provider: Maningrida). **It is difficult to put a monetary value on such activities, but if they prevented one rape or one case of child abuse in Maningrida, the program has already more than paid for itself.**

### Recommendations

10. Relationships with key service providers like Local Reference Groups, Tribal Councils, GECs, Schools, AFLNT, Sport and Recreation, Night Patrols and Child Protection must

be strengthened so when key personnel leave, new staff can come in and build on these successful partnerships rather than having to start from scratch.

11. Interactions with service providers such as referrals, assistance with engaging their client groups, and working in partnership to enhance service provision, need to be captured in CEPO reporting so that the full value of the program to its partners can be measured (for more details see Section 5.9 Framework for future monitoring, evaluation and reporting).
12. The OIC needs to be closely involved in managing relations with service providers as the OIC directs police priorities 'on the ground' in each community. In the absence of a CEPO, the OIC needs to provide consistent police presence at service provider meetings.

## The CEPOs improved safe behaviours

The CEPOs were also effective at improving safe behaviours, at least in the short term. Most felt that the CEPOs had contributed to improved safe behaviour, especially increased school attendance. For all communities that hosted a CEPO, around three quarters (69%) said that this happened either often or very often. Proportions were much lower in Galiwinku with just over a tenth (13%) feeling the police had *helped improve safe behaviour*. In answering this question, participants were overwhelmingly referring to more kids going to school. CEPOs efforts in this area probably had the biggest impact out of all their activities across all communities.

An analysis of school attendance and enrolment data (see Appendix F) based on information collated from the MySchool website does not show any generalised increases across all CEPO communities, but it does show increases in some communities. For example, in Lajamanu, there was a marked increase in attendance after the introduction of a CEPO, and in Wadeye there were rises in attendance and enrolments in 2011 and falls in 2012. These correlate with the CEPOs efforts in this area. In addition, an increase in attendance also occurred in Maningrida. The only communities that experienced an increase in enrolments were Papunya and as aforementioned possibly Wadeye in 2011.

Other behaviours such as safe driving, inviting CEPOs to attend all important ceremonial events (a sure sign of increased police acceptance by community power brokers), participation in structured recreational activities may also have improved, at least in the short-term through the CEPOs work.

A trusted uniformed police presence often working in partnership with teachers, elders and truancy officers was a very effective way of motivating children to get on the school bus or into the police vehicle. However, there were difficulties in sustaining this increased attendance if the CEPO discontinued their efforts in this area.

### Recommendations

13. Determine which behaviours to target in each community (which will in turn inform which activities should be prioritised). Police should make their first point of reference the Local Implementation Plans and Community Safety Plans.
14. Changes in school attendance or increased participation in structured recreational activities should be regarded as legitimate evidence of changes in behaviour and social norms. These need to be recorded so the effectiveness of community policing activities on changing social norms can be determined.

## Promising signs that CEPOs could reduce community member contact with the criminal justice system

Although not perceived to be as effective as some of the other measures, still over half of the participants in CEPO hosted communities felt that CEPOs helped to reduce youth (53%) and to a lesser extent adult (40%) contact with the Criminal Justice System either often or very often. Much lower proportions of participants in Galiwinku felt the police were helping to do this (10% and 7% respectively).

To give some context around this result, the reasons for Indigenous criminal behaviour are varied, complex and dependant on many inter-related factors that are often outside the influence of the police. They cannot be solved by any one program or initiative but need holistic, whole-of-government, community-driven responses in the areas of education, housing, health and employment. In addition, offending, especially amongst adults, is often closely related to the availability of grog or gunja coming into a community, or payments being disbursed or withheld. Similarly, youth criminal activity is often associated with not going to school. Issues like drink driving and domestic violence have little to do with how community members feel about the police and there is little that a CEPO can do to sustainably address these issues in the short term. **However, many participants felt that positive role modelling, substance abuse and respectful relationship education and positive police interaction with young people could have longer term benefits. For example, it is likely that children who experience positive interactions with police growing up are more likely to sustain positive relationships with the police as young adults and adults.**

A focus on young people explains why many participants felt that CEPOs were more effective in helping young people rather than adults stay out of trouble with the police. CEPO activities perceived to help reduce initial contact and prevent further contact with the Criminal Justice System included:

- Taking children to school.
- Providing positive role modelling, mentoring and healthy lifestyle messages and education.
- Ensuring young people were aware of their responsibilities and possible criminal consequences of making poor choices.
- Participating in sports and recreational activities with youth. For example; the CEPO in Maningrida would take children out camping over the weekend every fortnight when permitted alcohol was brought in to the community.

### Recommendations

15. The community engagement model should be acknowledged as a legitimate means of reducing contact with the criminal justice system. The following activities should be given priority:
  - Increasing school attendance.
  - Providing positive role modelling/mentoring.
  - Ensuring people are aware of their responsibilities and possible criminal consequences of making poor choices.
  - Increasing community member participation in structured sporting and recreational

activities.

16. CEPOs should work in close partnership with Local Reference Groups or Local Tribal Councils to identify issues, determine priorities and formulate strategies for minimising contact with the criminal justice system.

## **CEPOs are valuable sources of community intelligence**

Most participants in CEPO hosted communities did feel that CEPOs helped people feel more comfortable telling the police about crimes (64%) and to a lesser extent telling the police about more sensitive crimes (40%) either often or very often. Much lower proportions of participants in Galiwinku felt the police were helping people feel more comfortable doing this (8% and 6% respectively).

Most felt improved information being given to police was due to the improved relations with the police through the CEPO. Stronger relations with the CEPO brought about a greater level of trust which then resulted in people feeling more confident in passing information on to the police, particularly through the CEPO. In a number of communities we heard that people would ring the police station and ask for the CEPO by name when reporting criminal activity.

CBSR examined police incident data to see if it showed any trends in arrest rates or other activities that would suggest that the CEPOs were having an impact on these statistics. Please refer to Appendix C Analysis of police incident data for more details. In summary, apart from an expected increase in proactive policing incidents such as attendance at community meetings or community events in the first six months of 2012 and a slight rise in 'breaches of domestic violence orders' in Maningrida and Wadeye, no discernible trends were apparent. The noted rise in 'breaches of domestic violence orders' in Wadeye in particular is consistent with the qualitative research which found that the police, community members, and service providers in Wadeye felt that women in particular found it easier to speak to another women (the CEPO) about sensitive issues like family violence and sexual assault.

From a policing perspective, CEPOs became excellent conduits for facilitating community intelligence sharing. For example, one of the first tasks that CEPOs did was to undertake a thorough 'scan' of the local community and summarise their findings. In another example, most participants in Yuendumu felt that the CEPO had helped to change the types of crimes being reported to police; in particular the reporting of gunja and grog activity that was occurring in the community.

## **Recommendations**

17. Any criminal intelligence provided by CEPOs should be recorded as well as any requests by community members to speak to CEPOs about crime and crime prevention.

## 2.3. Learnings about systemic issues impacting on the CEPO trial

The evidence presented in this evaluation lends itself to a range of other key learnings which are relevant to the Northern Territory Police and other community policing practitioners and policy makers throughout Australia. The evaluation found there were a number of systemic issues that impacted on the trial's effectiveness in relation to implementation, operation and measuring the impact of the CEPOs trial. These will need to be addressed to maximise the return on investment in community policing in the future. The recommendations that flow from this analysis are presented below.

### **Recommendations in relation to implementation issues**

18. Better preparation including training, education and marketing is required prior to deployment for the CEPOs, for communities, for the local station and regional command. The initial training should run for a month rather than 14 days and should include 14 days on the ground working with an experienced CEPO. This longer training period will help new CEPOs feel more comfortable and confident enabling them to 'hit the ground running'.
19. Provide more structure and direction in terms of how to identify areas of need, guidelines on how to engage and sustain community involvement. Former CEPOs could be used as mentors for newly recruited CEPOs. It would be ideal if former CEPOs could accompany new CEPOs to their communities to 'handover the reigns' and ensure existing relationships and good will are built upon. Please note that the new CEPOs are spending time with current CEPOs in the field before being stationed to gain practical skills in the field.
20. Consider if it is feasible to abandon the fly in/fly out or drive in/drive out models and have CEPOs live in their communities permanently. Accommodation will need to be sourced for this to happen. Also consider if longer term postings for police (at least two years) are feasible, but only if 'burn-out' can be avoided.
21. Ensure conditions of service are the same for CEPO and general duties officers to avoid resentment and enhance cooperation. This would be easier if CEPOs shared the same 'living in' community arrangements as permanent general duties officers.
22. Ensure there is a definite career path progression for remote police and CEPOs as well as an exit and handover strategy for departing/new CEPOs.
23. Provide better matching of CEPOs with communities, including more thought to the strength of leadership groups in communities and whether there were strong male and/or female leaders.
24. Also consider more modest expectations as police constables are 'operational in outlook' and can't be expected to do capacity building and fix every problem. Changing social norms is a long term project requiring intergenerational change.

### **Recommendations in relation to operational issues and impact**

25. More effectively market the CEPO program to communities, service providers and local police so they have a better understanding of the role of the CEPO and how the program can help them.
26. Greater clarity and structure must be introduced for the CEPO role. This needs to be supported with more training for general duties officers around community engagement in general and the CEPO role in particular.
27. Making OICs responsible for community policing KPIs (see recommendation three)

will require changes in recruitment, changes in training for all new recruits and existing members and submission of CEPO articles of interest to the media for promulgation. It will also necessitate changes in police culture so that community engagement is seen as an essential and routine part of policing in remote communities rather than as a discretionary activity only undertaken when time permits. This will require increased involvement of high level police to embed long term community engagement policing strategies within the Northern Territory Police, for example having the Commissioner actively promote such work by police. More details on how the existing CEPO model may be improved can be found in Table 7 in the detailed findings section below. It is highly recommended that this model be referred back to the Northern Territory Police for further refinement

28. Clear chain-of-command arrangements need to be introduced through the OIC of the station and with Remote Policing to cover responsibilities for items such as approving overtime, both operational and community engagement arrangements, utilising CEPO time for operational support and rostering. Dual lines of reporting to regional area command, as well as Remote Policing Command are also required so both areas are aware of CEPO activities and achievements.
29. More training is required for general duties officers, OICs and Remote Policing Command to support improved utilisation of the CEPO as an intelligence resource that can assist in meeting overall goals for remote policing. There is huge untapped potential to use the intelligence gathering capability of the CEPOs to help develop plans to tackle long term community safety issues like gunja smuggling, grog running, domestic violence and family fighting.
30. CEPOs need to have more discretionary project funding to support community engagement activities.
31. Cross cultural training and training in community development for CEPOs or similar positions and for remote police in general is urgently required.
32. There is a need for more strategic links to various local Aboriginal liaison positions, including ACPOs, IEOs, and in schools, as well as a need to build a framework so it doesn't matter if there is changeover in people.
33. While the findings of this report suggest that community engagement activities are important for all communities, given funding realities there is a need to prioritise key communities that really need community engagement from police.
34. There is a need to build a 'toolkit' of existing or tested programs based on successful activities. It seems that activities undertaken in Lajamanu, Maningrida, and Hermannsburg would be good places to start. If engaging with women consider approaches used in Wadeye, Papunya and Groote Eylandt.
35. There is a need for a more strategic integration with other initiatives/government priorities, for example; working with the Night Patrol. This is a popular initiative with the community and with the Night Patrol itself. A consideration is that the role of the Night Patrol is to work with police, but still be very separate from them. Joint patrols (that is, where a police member works with the Patrol in their vehicle) need the support of the community to avoid being in conflict with its purpose.
36. It is recommended that the transfer of ownership and responsibility of CEPO initiatives to community become an essential component of the planning and design of all community engagement activities.

#### **Recommendations in relation to measuring the impact and evaluation of the CEPO trial**

37. It is recommended that future planning for CEPOs:

- Reduces duplication of effort between the two reporting modules in the PROMIS



system by linking the two modules so that information that is entered into one is automatically transposed to the other. This will make it easier to extract data.

- Ensures that CEPOs understand the nature of the reporting systems and how to enter activity reports in a consistent manner.
- 38. Future evaluation of the CEPO program needs to involve soliciting regular feedback from community members and service providers. For example; a pre and post CEPO placement community baseline could be conducted to assess community attitudes towards policing and community safety. This should be followed by snapshots taken every six months to assess any change. Local researchers such as the people employed by CBSR for this evaluation could be hired to collect and help analyse the survey data. The survey should also include service providers such as schools, health clinics, Sport and Recreation, AFL and other social services providers to assess whether the CEPOs are helping them service their clients.
- 39. A number of other measures could be trialled. See Section 5.9 Framework for future monitoring, evaluation and reporting for more details.

## 2.4. Conclusion: the value of continuing the CEPOs

The CEPO trial has improved community sentiment towards the police in all communities in which they were based. The trial facilitated better relationships between police and Indigenous people and police and service providers. People often felt safer and more secure, and innovative and flexible approaches to preventing crime were introduced in partnership with local leadership groups. The CEPOs also became effective conduits of communication between community and the police, thereby improving information flows to police around crime and crime prevention.

The Impact Survey clearly demonstrates the high value that community members and service providers place on the community policing via the CEPOs. Some felt that it was one of the best programs they had been provided with in recent years. The goodwill towards the police through the CEPOs was still evident in communities where the CEPO had been absent for many months.

The trial shows that community policing has the potential to improve community safety in Indigenous remote communities. If the purpose is to improve community safety by focusing on crime prevention, building trust in the police, making community safety everybody's business and encouraging voluntary compliance with the law, community policing needs to be made a priority in remote communities. This could be achieved via the current model (ideally 20 CEPOs would be placed in growth towns and be properly accommodated with their families) or perhaps more effectively if the CEPOs serviced clusters of communities.

CEPOs are also required to take up the community engagement slack because currently general duties officers and OICs often do not have the time and/or the inclination to undertake these activities. CEPOs could also be used to train general duties police on how to engage with remote communities as community policing should be incorporated fully into general duties policing. After all, the way police are perceived to behave when carrying out their duties is the 'shopwindow' of policing in remote communities and has a significant impact on perceptions of police legitimacy, voluntary compliance with the law and willingness to report crime.

Evaluations of the Northern Territory Emergency Response confirm that sustainable improvements in community safety cannot be imposed from outside and will only occur if community members are activity involved in designing and implementing their own community safety initiatives. The CEPOs working closely with OICs provide an effective conduit for this to happen contributing to self-

determination and independence for remote community members. There is also a clear role for CEPOs in focussing on crime prevention and in partnering with GECs and re-energising the Community Safety Plans of which the Alcohol Management Plans will be a sub component.

This evaluation clearly demonstrates that community engagement should be an essential component of policing in remote communities. From an organisational perspective, better relationships with Indigenous people will lead to more effective policing and possibly an increase in police officer satisfaction. On the other hand, if people lack confidence in the police... *"communities will be less willing to report offences or provide information which will reduce the legitimacy of the police and the criminal justice system as a whole and may ultimately lead to more offending behaviour."* (ANZPAA: 2010). Therefore, what is invested in supporting community policing will end up saving a lot of money and pain in the long run.

Further research is required on the most appropriate ways to measure and record the impact of the CEPOs, to ensure that the full benefits of this model are realised. This will provide evidence to further fine tune activities and approaches to ensure they are effectively meeting community safety needs that are specific to each community. Research is also required on the most appropriate ways to use the largely untapped potential of the CEPOs as a reservoir of local knowledge and understanding, to formulate plans and strategies for preventing crisis (as outlined in the article above), crisis management and to tackle long term problems like gunja smuggling, grog running, road trauma, domestic violence and family fighting.



# 3. Objectives and methodology

This section presents the objectives and methodology used in this study.

## 3.1. Research Objectives

In November 2012 the Commonwealth Attorney General's Department (AGD) commissioned Colmar Brunton Social Research (CBSR) to undertake a four stage, mixed methods participatory action research evaluation of the Community Engagement Police Officers (CEPO) trial. This evaluation was tasked with assessing the overall effectiveness of the trial in meeting its objectives as set out in the Closing the Gap in the Northern Territory National Partnership Agreement. As per the agreement, the CEPOs are expected to engage with their hosted communities to develop a shared understanding of priority issues and build relationships.

The evaluation will specifically, assess whether and how the CEPOs have contributed to:

- Improved relations between police and the communities in which they are based.
- Improved level of perceived safety in the communities they are based.
- The successful implementation of community safety initiatives with support and involvement of community members (or lessons taken from unsuccessful initiatives and applied to later initiatives).
- Enhanced coordination between police and government and non-government service providers, such as Night Patrols.
- Improved social norms or behaviours which impact on safety, for example increased school attendance or reduced alcohol consumption.
- The prevention of youth and other identified groups in participating communities from initial or further contact with the Criminal Justice System.
- Improvements in information available to police, including increases in the reporting of crime.
- Changes in crime by specific type (noting increased reporting may result in crime rates going up).

In addition, the research also needed to identify any systemic issues impacting on the effectiveness of the CEPOs trial, such as support provided to CEPOs by the Northern Territory Police including training, supervision and addressing operational issues.

This evaluation was also designed to, where relevant, provide recommendations on the value of continuing or extending the use of the CEPOs and how the effectiveness of these officers may be improved<sup>5</sup>.

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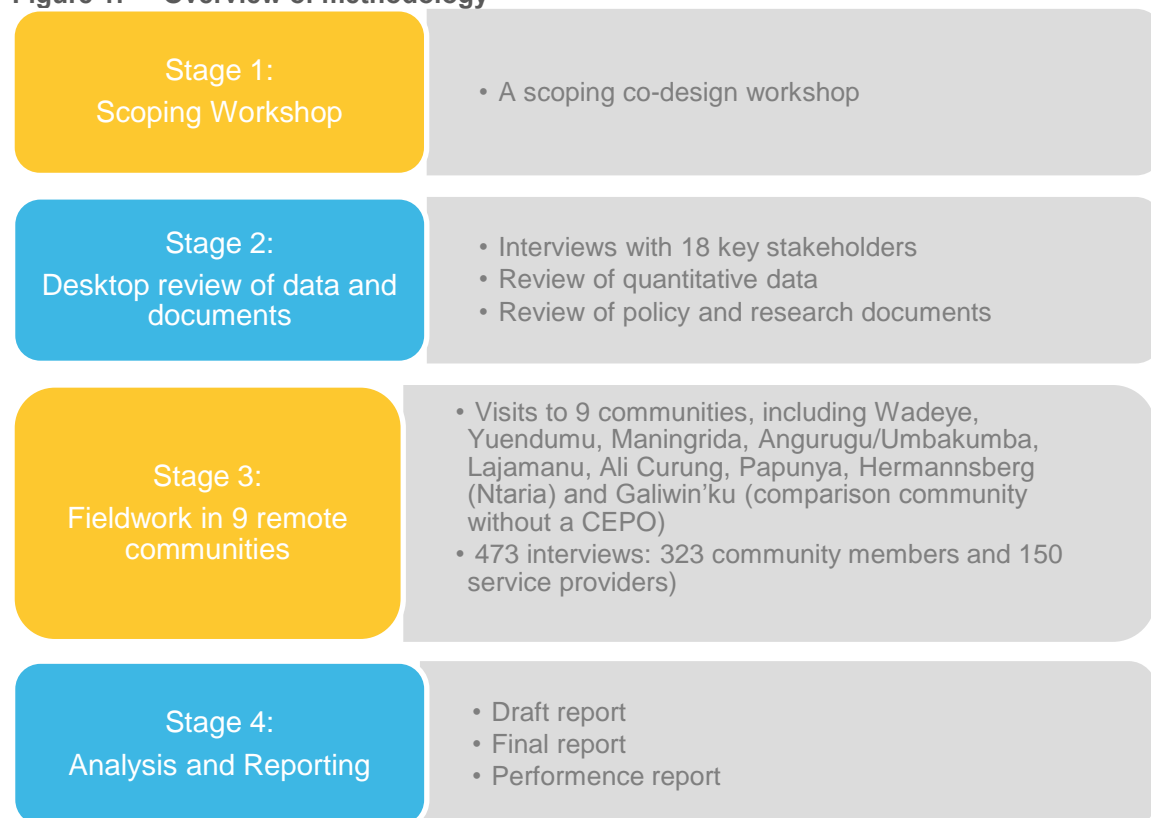
<sup>5</sup> AGD 2012, RFQ Evaluation of the Sworn Community Engagement Police Officers Trial.

## 3.2. Methodology

A mixed methods participatory action research methodology was used for this evaluation. Elements of this approach are consistent with good practice Indigenous research ethics requirements. Please refer to Appendix H Detailed methodology for more details.

The methodology used for the project is summarised in the diagram below (Figure 1).

**Figure 1: Overview of methodology**



The points below explain the project stages involved in this research:

- Stage 1 involved a co-design scoping meeting to confirm the vision for the research, methodology, protocols and project logistics.
- Stage 2 involved a desktop review of documents, data, video files and 18 key stakeholder interviews. Crime incident data, for the CEPO hosted remote communities in the Northern Territory for a six year period, was obtained from the Department of Families, Housing, Communities and Indigenous Affairs with the permission from the Northern Territory Police and was not available until late January. This data was analysed to see if there was any correlation between CEPO activities and recording of police incidents (see Appendix C: Analysis of police incident data for more details).
- Stage 3 involved visits to nine communities to collect qualitative and quantitative data from 473 participants; 323 community members and 150 key stakeholders. In summary, the fieldwork progressed as planned and was completed by 4 March 2013. Overall fieldwork targets were exceeded as originally only 370 interviews (235 community members and 135

service provider interviews) were budgeted for. We found that most participants were only too willing to tell us about their experiences and perceptions of the CEPO program (particularly in the Northern Tropical communities) or community and police relations in the case of the comparator site of Galiwinku.

- Galiwinku was selected as a comparison site because it was considered relatively typical of a large Northern Tropical remote community. It was also one of the original proposed sites for the CEPO trial. In the event it turned out to be a great comparison site as community members were able to speak about their experiences of both community orientated policing (the former OIC won the Rotary Club Police Officer of the Year Award in 2011) and more recently the zero tolerance operational approach to policing. Unfortunately, budget limitations dictated that only one control community could be included in the sample. While caution must be taken in drawing inferences from one comparison site, it still makes for a more robust evaluation than if no control location was included in the sample. Furthermore, the consistently much lower rating that people gave to police performance in Galiwinku across a range of measures compared to all other communities suggests that one can have a higher degree of confidence in these results.
- Stage 4 involves issuing the Attorney-General's Department (AGD) with a draft, final and a performance report detailing CBSR's compliance with its contractual obligations to the Commonwealth.

### 3.2.1. Stage 1: Scoping workshop

The scoping phase refined the proposed methodology presented in CBSR's initial proposal. Specifically it was agreed that:

- CBSR's proposed mixed method participatory action research methodology would be applied to this project.
- There was not enough time to respectfully or logistically conduct pilot visits to Yuendumu and Wadeye before Christmas. These site visits were incorporated into the main fieldwork phase which ran for four weeks in February 2013.
- CBSR included an extra site, a four day visit to Galiwinku as a comparator site.

### 3.2.2. Stage 2: Desktop review of data and documents

The desktop review included 18 interviews with key stakeholders. The following table presents a list of the keys stakeholders who took part. A full list of the references, documents and video files reviewed in this report can be found in Appendix A.

**Table 1: Key stakeholders interviewed during the document review**

Key stakeholder	N= 18
Former CEPO, Northern Territory Police	3
Remote Policing Command, Northern Territory Police	2
Regional Director, NT Chief Minister's Department	1

Key stakeholder	N= 18
North Australian Aboriginal Justice Agency (NAAJA)	3
NT Department of the Attorney-General and Justice	1
Northern Land Council	1
NT Department of Health and Families	1
NT Department of Education and Training	1
Attorney-General's Department	2
Office of the Coordinator General of Remote Indigenous Services	2
FaHCSIA State Manager, NT	1
TOTAL	18

### 3.2.3. Stage 3: Fieldwork

Field research was undertaken in the eight communities involved in the CEPO trial and the one comparator site where no CEPO had been stationed.

#### Participatory approach

Local Indigenous researchers were employed and trained to undertake interviews in the communities. In addition, if they were interested, researchers were also provided with training on data entry and analysis. Once training was completed a number of supervised interviews were also conducted to ensure consistent and robust data collection.

This is an effective method in supporting and further developing the capacity of Aboriginal researchers in their own communities and is an important element of CBSR's Indigenous Research Protocols.

Local researchers were sourced through community services such as Community Development Employment Project (CDEP) providers, Women's Centres, local land councils, and also through conversations with the Indigenous Engagement Officers and Government Engagement Co-ordinators, and other community research organisations.

Researchers were paid \$30 per hour and most were happy to work for full eight hour days. In some instances, the researchers worked additional hours doing data entry which enabled them to gain a better understanding of how data is recorded, analysed and then used in the overall report.



Local researchers in Lajamanu enter data.

CBSR supported local researcher's attendance by picking them up each morning and dropping them off at lunchtimes as well as providing breakfast and lunch as required.



Participants on Groote Eylandt and Galiwinku filling out the Impact Survey

### Data collection instruments

A quantitative report card (Impact Survey) and qualitative discussion guide were developed in close partnership with the AGD. These were then reviewed and refined while undertaking the pilot visit on Groote Eylandt and working in the communities of Angurugu and Umbakumba. In the comparator community of Galiwinku the quantitative report card questions were adapted to collect the same information, but in this case the questions were about the police rather than the CEPO.

All changes were submitted to the AGD for approval and a revised version of the quantitative report card was used in subsequent community visits. The quantitative report card was used as a starting point to capture participant's perceptions of how effective the CEPO had been in their community.

Data collection tools were developed to ensure participants in the comparator community were not led to believe that this evaluation would result in a CEPO being allocated to their community in the future. As this program was implemented on a trial basis, it was also important to ensure the research team did not infer that the evaluation would guarantee that the program be extended, but was purely an evaluation of the overall trial.

### Qualitative discussion guide

A qualitative discussion guide was also developed which incorporated instructions for conducting interviews. This helped ensure that information was captured in a consistent way across all communities.

No changes were made to the discussion guide following the pilot as CBSR interviewers tailored the questions to suit the English language comprehension skills of the participant. All data collection instruments are presented in Appendix I Fieldwork instruments and forms.

## Recruitment of respondents

Recruitment options were trialled including intercept interviewing at locations around the community as people went about their daily lives and engaging people via service providers who had existing contacts with community members. This latter strategy proved very effective and many of the interviews were conducted through service providers who helped us engage with their local staff and other community contacts.

In most instances, interviews were conducted as one-on-one interviews. However, some interviews were completed with small groups of people such as CDEP work groups, youth groups or where several people were living in the same location. Group interviews did not appear to be influenced by the presence of other people being asked the questions as responses were varied across the groups.

Some community members were also issued with a \$30 incentive upon the completion of their interview. However these often ran out in most Northern Tropical communities and subsequent interviews were conducted without the use of incentives. Consideration was also given to the need to provide light refreshments to participants, specifically those who undertook lengthier depth interviews, and the elderly and group interviews which were done through lunch breaks or evening dinner times.

## Completed Interviews

A total of 473 interviews were undertaken across the nine communities. The number of community members interviewed totalled 323, service providers totalled 122 and 28 interviews were conducted with police, CEPOs, Night Patrol staff and Aboriginal Community Police Officers (ACPOs). A little more than half (51%) of the participants were male and just under half (48%) were female. Table 1 below presents the demographic profile for the total sample including place of residence, ethnicity and participant type. Table 2 presents the distribution of service provider types interviewed during the fieldwork.

Most survey interviews took approximately 15 to 20 minutes. A number of more in-depth interviews were also conducted which usually took around an hour, but in some cases up to two hours.

All interviewing took place between December 2012 and March 2013 including the 18 key stakeholder interviews.

**Table 2: Survey demographics for total sample**

Demographic	Number achieved
<b>Age</b>	
Under 20	31
20-29	118
30-39	90
40-49	96
50-59	92

Demographic	Number achieved
60+	36
Not Specified	10
Total	473
<b>Gender</b>	
Male	242
Female	228
Not Specified	3
Total	473
<b>Respondent place of residence</b>	
Ali Curung	24
Galiwinku	76
Groote Eylandt	58
Hermannsburg (Ntaria)	33
Lajamanu	54
Maningrida	77
Papunya	15
Wadeye	84
Yuendumu	52
Total	473
<b>Ethnicity</b>	
Indigenous	369
Non Indigenous	104
Total	473
<b>Target population</b>	
Community member	323
Service provider	122
Police/CEPO/Night Patrol/Aboriginal Community police Officer	28
Total	473



**Table 3: Service provider type**

Service Provider Type	Count
Health Clinic/Health Services/Primary Health Care	13
Indigenous Engagement Officer	7
Government Engagement Co-ordinator	5
police/CEPO/Night Patrol/ACPO	26
Shire Services Manager/Shire Services	9
Art Centre	3
Money Management Services	1
Aboriginal Research Organisation	2
Youth Services/Youth Workers/Sports and Recreation/Sports Academies	11
Community Store/Retail Operation	8
Community Justice Group	2
Homelands Resource Centres	6
Housing	1
Language Centres	1
Land Council	3
Education/School/Early Childhood/Childcare/Training Centres/Children's Services	19
Land and Sea Rangers/Environmental Services/Nursery	8
Community Liaison Officer/Cultural Officer	1
Community Services/Aged Care Services	6
Local Reference Groups/Community Aboriginal Advisory Council	1
Other	15
<b>TOTAL</b>	<b>148</b>

CBSR worked hard to obtain a broad representation of gender, age and position within the communities. However, we found it difficult to engage with young people under the age of 20.

The community of Papunya also shows a considerably smaller sample size in relation to the other communities. Papunya was the smallest community in the trial and at the time of the site visit, was extremely quiet. Of the 20 plus service providers delivering into the community, the majority of them work on a drive-in-drive-out basis, and were not available to interview.

## Thanks to the communities

We formally thank the Traditional Owners of Ali Curung, Galiwinku, Groote Eylandt (specifically Angurugu and Umbakumba), Hermannsburg (Ntaria), Lajamanu, Maningrida, Papunya, Yuendumu and Wadeye, for welcoming us to their country. We would also like to formally thank the people of those communities for the privilege of allowing our researchers to come to their community.

We would like to acknowledge our local Indigenous researchers – Vanessa Davis, Ida Mamarika, Prudence Pupuli, Sean Yanapalngawny, Lorretta Johnson, Geoffrey Barnes and Nancy Gununwanga whose connections supported and encouraged the community members to participate in this evaluation.



## 4. Background and program logic

This section contains the background and historical context which led to the introduction of the CEPO program. The section is quite detailed and while it answers an objective of the evaluation, readers who are only interested in how well the Program is doing can safely skip this segment of the report. However, if the reader wants a deeper understanding of the contextual issues around the introduction of the Program as well as a comprehensive description of what the Program involves - then this section is very informative.

### 4.1. Introduction

Under the 2009 Closing the Gap in the Northern Territory National Partnership Agreement, a trial of sworn Community Engagement Police Officers (CEPOs) in eight remote Indigenous communities has been funded by the Commonwealth Attorney General's Department (AGD) and is being implemented by the Northern Territory Police. The CEPOs trial aims to deliver better justice outcomes by developing a shared understanding of priority safe community issues, build trust and provide appropriate diversionary options through community policing methods (AGD 2012).

Funded by the federal Attorney-General's Department for two years, the amount of \$3.389 million for the trial was for eight CEPOs.

Community engagement is particularly important in remote Indigenous communities where in the past there may have been troubled relations with the police and/or there is feuding or conflict within the community. With the significant increase of police stationed in remote communities in the past five years, most notably in the Northern Territory, more attention has been paid to how to improve community policing in such locations. In a survey of local residents in NT communities that had additional or new stations, Pilkington (2009) found that although most people were positive about the police there was considerable differences in attitudes to individual officers which seemed linked to the style of engagement they practiced. Similarly, in the review of remote policing it was concluded that there is a need for more systematic and uniform approaches to policing in remote Indigenous communities (Allen Consulting Group 2010).

The core elements of community engagement – effective communication, building trust and respect, and fostering a partnership – contribute to a mode of policing that is with and for the community. Although Australian police services have a long history of employing community liaison officers or community police to assist with their work in certain places and with certain groups, these schemes have attracted considerable criticism over the years. The crucial distinction between these schemes and the CEPOs is that the latter are sworn police officers.

### 4.2. Rationale for the trial

Critical impetus for the CEPO trial seems to have been the *Independent Review of Policing in Remote Indigenous Communities in the Northern Territory* (Allen Consulting Group 2010). It is apparent that the Allen Consulting Group (2010) had a broad vision about community policing in remote communities. In the report, three important principles were identified for remote community policing:

- General principles and standards need to be localised to the needs of each community.
- Social order issues need to be addressed through community policing in conjunction with education, health, housing, employment and economic development programs.
- Community policing requires a multifaceted community-focused approach that involves a balance between traditional enforcement and engagement with the community.

In addition to citing the review, the introduction to the CEPO course material (NT Police 2011) refers to four of the nine principles of policing articulated by Sir Robert Peel, the British founder of modern western policing. The four principles relate to public approval and respect that ensures willing co-operation from the public and diminishes the need for physical force, along with the need for a relationship that reflects the historical tradition that police are members of the public who are paid to give full-time attention to duties incumbent upon every citizen.

According to the CEPO course material, community policing is a combination of a number of initiatives, models and approaches including:

- The Public Safety Model, which aims to tackle anti-social behaviour but at the same time aims to keep people out of the justice system and preserve their individual well-being.
- Multi-agency responses to crime problems, which stem from the Interagency Tasking and Coordination Group (ITCG) process.
- Collaborative problem solving beyond the ITCG for issues that are too large for a group or police to deal with.
- Strategic and tactical partnerships that are formed to deal with one-off problems.
- Combining and linking strategies and resources.
- Crime Prevention through Environmental Design (CPTED) – conducting CPTED audits in communities or hot spots (NT Police 2011:14).

## Community engagement

In the most recent six monthly report by the Coordinator General of Remote Indigenous Services, the importance of police ‘visibility’ and the quality of relationships between police and the community is seen as directly affecting the flow of information to police and the likelihood that they are asked to intervene or play a role in a range of community matters (OCGRIS 2012). In his report, Pilkington (2009) sees effective community engagement by police as being rooted in an understanding of local cultural mores and practices, and that trust in individual police will only develop if they are assessed as being ‘good’ police which includes demonstrating understanding and respect. The plain language summary of the report states:

“At first, police are confused because there are two laws, cultures and worlds which are mixed together. Sometimes these two worlds contradict each other. The old ways of police working don’t work very well. Often unexpected things happen, like conflict. Sometimes the things they do don’t make any difference at all.

As police live in the community, there are two paths that they go down. One path is to policing that fits with the two worlds. They learn how to protect Aboriginal people as well as make them their targets. They change how they work to fit the situation. Their culture changes because they can’t keep their old police culture in remote communities.

The other path is one where they just don't do anything. They stay in the station. They can't make the changes to the way they work to protect Aboriginal people. They don't make much difference to the community. They can't keep doing that city way of making Aboriginal people targets because there aren't many mainstream people for them to serve and protect. A few police are still violent or cheeky sometimes but not many police stay that way.

Senior police should encourage police to go down the first path and not the second. They can do this by selecting police to live in the communities that are open to changing the way they work. Police should stay longer in communities and listen to community members. Police should also have training which is practical in dealing with community issues, like how to deal with poison relationships, how to hold a community meeting and things like that."

(Pilkington 2009:6)

The report on the review of remote policing calls for greater and more consistent adoption of community engagement principles (ACG 2010:7) and the reinforcement of expectations of community policing in remote communities that should include:

- Time for community engagement activities.
- Explicitly acknowledging the importance of showing respect and judgement of community in the application of the criminal law and importance of 'one law for all'.
- Importance of police as community role models, especially for youth (including participation in activities, working with other service providers).
- Providing support and mentoring of ACPOs and Night Patrols.
- Being seen outside of cars, whether on patrol or as part of community activities.
- Being involved in community/agency coordination and governance meetings.
- Regularly meeting with community members to explain roles, responsibilities and obligations.
- Undertaking local cultural training with elders.
- Developing a 'community profile' that can be handed over to new or relieving police officers and other service providers.
- Discussing and agreeing 'protocols' for law enforcement with community leaders.

The report also recommended more widespread participation in the Small Station Management course, which included training in community engagement. It also cites Pilkington (2009) who identifies the following practical skills as desirable for police officers in remote communities:

- Holding effective community meetings.
- Communicating with people with low literacy and with English as a second or third language.
- Building effective relationships.
- Understanding community dynamics and politics.
- Alternative dispute resolution mechanisms.
- Dealing with at risk youth.
- Understanding Indigenous ideas about private property, duty of care, practical gender differences, cultural practices and 'factional' group capture.

According to the report on the internal review of the trial, there are operational gains from community engagement. It states that 'as community engagement becomes more effective, so does our service delivery. Communities become safer places too' (NT Police 2013). It also asserts that the socio-economic gains that broader policies seek to achieve can only occur with a strong foundation of community safety.

### 4.3. The CEPO model

As set out in the Closing the Gap in the Northern Territory National Partnership Agreement, the CEPOs are expected to engage with the community to develop a shared understanding of priority issues and build relationships with the community. The report of the internal review of the trial states that 'essentially it is about co-operative crime prevention' (NT Police 2013). The role of CEPOs also includes:

- Initiating community engagement activities involving youth and other identified groups within the community.
- Identifying hot spots by mapping criminal activity.
- Identifying suspected offenders, including by sharing information with service delivery agencies.
- Identifying causal factors for offending, including through discussions with the families of offenders and residents in high crime locations.
- Preparing recommendations on services needed to address those factors.

The list of tasks combines facets of intelligence-led policing with community policing. In theory, there are areas of overlap and integration with for example, community policing having the potential to generate locally-informed information and intelligence that can feed into national or regional intelligence collections and products.

Other details of the model are as follows:

#### Implementation

- The trial was set up in a very short time frame. The funding had been provided some time before the Remote Policing Command of the Northern Territory Police was assigned the task of implementing the trial. Over a period of about two months, a project description and logic was drawn up, two police officers wrote up training material and a recruitment application process was set in train.
- The trial commenced in July 2011 and is set to end in June 2013. CEPOs are mostly based in Remote Service Delivery (RSD) and/or Northern Territory Growth Towns<sup>6</sup> and are expected to engage with one remote community in which they spend the majority of their time. The only exception to this is on Groote Eylandt where the CEPO is expected to engage with the communities of Angurugu, Umbakumba, and more recently Bickerton Island. While in the community the CEPOs mostly reside in the Visiting Officers' Quarters<sup>7</sup>. According to one key

<sup>6</sup> Papunya and Ali Curung are relatively small communities designated as Northern Territory Growth Towns but not RSD communities.

<sup>7</sup> We have heard that some CEPOs have moved out of the Visiting Officers' Quarters, with one staying in GBM accommodation and another in school accommodation. Apparently, last year, a constable in Hermannsburg (Ntaria) was interested in taking on the CEPO role but was deterred by the thought of moving into 'shared' temporary accommodation.

stakeholder the 'fly in/fly out' or 'drive in/drive out' models were not the original intent of the trial, but due to the lack of accommodation within communities this was what occurred.

- In the CEPO course material the communities to be assigned a CEPO are listed as Hermannsburg (Ntaria), Yuendumu, Lajamanu, Galiwinku, Gapuwiyak, Gunbalunya, Maningrida and Wadeye. However, the trial was actually conducted in a slightly different group of communities. Instead of Galiwinku, Gapuwiyak and Gunbalunya, CEPOs were assigned to Ali Curung, Papunya and Groote Eylandt. Again, it seems accommodation may have been a factor, as at least one of the originally selected communities was keen to have a CEPO. According to key stakeholders, the selection of communities was based on a matrix of community characteristics, specifically – whether the local station had capacity, the community had schools, the capacity to house police, whether there was a need (based primarily on poor school attendance and trouble with young people and whether the community had a functional leadership group). The recent internal review noted that each CEPO community was unique, including levels of cultural coherence and size. However, common themes include the social effects of alcohol and drug abuse, and high levels of interpersonal violence and road trauma (NT Police 2013).

## Training

- The initial training course drew on internal police experience with two key initiatives: Youth Engagement Police Officers and Pre-Court Trial Diversion with juveniles – and a review of good practice material on community engagement. Several external experts were brought in to assist with the running of the course, which also included a two day visit to Maningrida.
- The CEPO course participant guide (NT Police 2011) appears to have provided background material for the CEPO course run from 14 to 29 June 2011. It does not appear that this course has been run again nor elements of it provided to the individual CEPO who took up a position in Hermannsburg (Ntaria) for a brief period in November 2012.
- Totalling nearly 270 pages, the course guide suggests a wide range of practical and more theoretical subjects were covered during the fortnight. Sessions covered presentation skills, sport theory, alternative dispute resolution, conduct of meetings, counselling, project drafting, and photography. Information was also given on engagement and mentoring theories, along with contact details and brief overviews of key programs related to policing, mental health and substance misuse, and areas of service delivery, including Indigenous employment and medical issues. Towards the end of the course, the focus was on more applied experiential learning, including practical exercises on community development and 'Two-Ways' workshops and a session on communications (e.g. Satphone and radio) and incident management.
- At the end of July 2012, four CEPOs participated in a three day course known as the Youth Justice Facilitators Course – at the Police College in Darwin. One CEPO, who was not involved, had already done the course. After the course a 'conclave' was held for two days, to review progress with the scheme (NT Police 2013).

## Reporting

- CEPOs record day to day activities in the police information system (PROMIS) under the incident type of 'community event' or 'community meeting'. CEPOs also recorded their activities in an electronic station diary which is also a module of PROMIS.
- Performance reviews were also meant to be completed by CEPOs every three months. Templates were provided for the Community Engagement Scan and for Community Engagement Initiatives. In reality each CEPO provided a report on their work every six months, which included a brief description of community, initiatives, future projects, stakeholders, and if available, statistics on school attendance. These reports also included photographs, typically one of the community and others of young people involved in activities.
- More recently the CEPOs have been completing the Tasking and Coordination Group fortnightly return, which was seen as a way of better directing and recording activity, outcomes and achievements (NT Police 2013). An example of a completed return was provided to the evaluation team. The reporting on community initiatives was being reviewed at the time when the internal report was written (NT Police 2013).

The CEPO model and the way it was expected to work is provided in more detail in the following section on program logic.

## 4.4. Program logic

Program logic refers to causal models that link inputs and activities to a chain of intended outcomes. Logic models can provide a conceptual structure for an evaluation framework as well as highlighting key assumptions behind a particular policy, program, initiative or range of measures. Essentially it is an analysis of aims, objectives and activities and is often presented as a diagram that represents the ideal 'outcomes' or results at different levels and stages, and the causal links between them. These can be grouped as inputs/outputs/short term (or immediate) outcomes/medium term (or intermediate) outcomes/and longer term outcomes.

Program logic is a tool used in planning and evaluation to:

- Clarify and communicate intended outcomes and assumptions.
- Make causal assumptions explicit and test how they are supported by evidence.
- Provide a framework for monitoring and evaluation.
- Tell an evidence-based story of how a program has worked.

Based on feedback from key stakeholders involved in implementing the program and the results of the fieldwork - the following program logic has been developed.

The main short to medium term outcomes of the CEPO Program are:

- People see a uniformed police officer (without a gun or utility belt), walking around the community, taking time to talk to people and listening to their concerns about community safety and/or police actions.
- People feel safer attending community events because a CEPO is present – reduced fear of crime.

- Elders and parents see a uniformed police officer having fun with their kids and getting them to school.
- Increased school attendance.
- Service providers appreciate a consistent police presence at meetings.
- People feel they can approach the CEPO with their concerns.
- People start asking for the CEPO by name when calling the local police station or calling the school (if they are having problems with their children).
- Community develops a better understanding of police actions and the constraints they are under.
- Police seen more as part of the community.
- CEPO connection with elders – elder authority restored and youth are listening to elders.
- More participation in and ownership of community safety initiatives.

The main longer term outcomes of the CEPO Program are:

- Better flow of information/intelligence between the police, service providers and the community.
- Better implementation of crime prevention and crime control activities as a result of community and police working towards shared goals.
- Service providers are better able to coordinate their efforts to focus on helping 'at risk' people and families.
- Community develops a better understanding of Australian law and its aims and consequences.
- More community leadership - community able to develop and run successful community safety initiatives.
- Improved community perception of police legitimacy.
- Mobilisation and empowerment of communities to identify and respond to safety concerns.
- Decreased potential for police – community member conflict in times of unrest or riot.
- Social norms change - it becomes normal to go to school, avoid getting into trouble with the police, to lead a healthy productive life.
- More voluntary compliance with the law.
- A reduction in crime rates.

A more detailed description of the program logic is presented in the table overleaf. This is a dynamic depiction of the program that incorporates a theory of change demonstrating how the program is designed to change attitudes and behaviour over the short, medium and long term. Please note this is based on what the program was meant to achieve. In particular, not all of the long term outcomes could be expected to be achieved over the limited time of the trial. **However, we did find evidence suggesting that all of the short and most of the medium term outcomes (depicted in blue font) were happening to varying degrees across the CEPO hosted communities.**



**Table 4: Community Engagement Police Officer program logic**

Objectives	Target groups	Inputs	Outputs/ Processes	Short term outcomes	Medium term outcomes	Long term outcomes
<p>Community engagement through the active establishment and promotion of community involvement, ownership and leadership of community based safety initiatives</p> <p>Improved community safety – less violence and community conflict</p> <p>Promoting personal responsibility, engagement and behaviours consistent with positive social norms</p> <p>Greater self-reliance – community leaders and members take ownership of community safety issues and become partners in law enforcement with the police</p> <p>Stronger and more resilient communities</p>	<p>Remote community members</p> <p>Service providers</p> <p>Police (CEPOs demonstrating the value of community engagement to other police)</p>	<p>Budget funding \$3.389 million for a 2 year trial</p> <p>Recruitment of 8 CEPOs and 2 CEPO sergeants and 2 trainers - staff thought to have aptitude for CEPO work (one of the trainers becoming the eighth CEPO)</p> <p>Procurement of eight police motor vehicles</p> <p>Development of training manual</p> <p>3 week training course</p> <p>Visits to remote sites to explain the CEPO role</p> <p>Annual training workshop (1 held)</p> <p>Reporting feedback templates designed</p> <p>Community initiative templates developed</p> <p>Weekly telephone hooks ups with all CEPOs</p>	<p>Walk around the community in uniform (without a gun) casually engaging with young and old – ‘hanging out’ outside the store or council office</p> <p>Introducing self to service providers and leadership groups – ACPOs can assist</p> <p>Attend service provider meetings - form partnerships with local leadership justice groups - develop a shared understanding of safety</p> <p>Scan of the community to develop a community safety strategy – focus on proactive policing – heading off issues before they become more serious</p> <p>Safety initiatives developed in close consultation with community members/organisations to inspire participation and ownership- development of Community Safety Plans</p> <p>Initiating or bolstering community safety initiatives, especially with leadership/elders groups , youth and the school</p>	<p>More participation in community safety initiatives</p> <p>People see a uniformed police officer (without a gun or utility belt), walking around the community, taking time to talk to people and listening to their concerns about community safety and/or police actions</p> <p>People feel safer attending community events because a CEPO is present – reduced fear of crime</p> <p>Elders and parents see a uniformed police officer having fun with their kids and getting them to school</p> <p>Engagement activities gives young people something to do – provides structure – going to school, participating in after school or sports activities, attending movie or disco nights in the evenings</p> <p>Increased school attendance</p> <p>Night Patrol more</p>	<p>More community ownership of safety initiatives</p> <p>People feel they can approach the CEPO with their concerns</p> <p>People start asking for the CEPO by name when calling the local police station or calling the school (if they are having problems with their children)</p> <p>Police seen more as part of the community</p> <p>Improved police-community relationship based on shared respect, shared resolve and shared responsibility</p> <p>Better flow of information/intelligence between the police, service providers and the community</p> <p>Better implementation of crime prevention and crime control activities as a result of community and police working towards shared goals</p> <p>CEPO connection with</p>	<p>More community leadership - community able to develop and run successful community safety initiatives</p> <p>Improved community perception of police legitimacy</p> <p>Mobilisation and empowerment of communities to identify and respond to safety concerns</p> <p>Young people who had positive relationships with the police when they were growing up sustain positive relationships with police as adults</p> <p>Decreased potential for police – community member conflict e.g. in times of unrest or riot</p> <p>Social norms change - it becomes normal to go to school, avoid getting into trouble with the police and to lead a healthy productive life i.e. More people leading productive and responsible lives</p> <p>More voluntary</p>



Objectives	Target groups	Inputs	Outputs/ Processes	Short term outcomes	Medium term outcomes	Long term outcomes
		Six monthly Operational Progress Reports detailing implementation and outcomes	<p>Drive around in the morning taking kids to school</p> <p>Providing back-up and mentoring for the Night Patrol - establishment of Night Patrol MOUs in coordination with their Shires</p> <p>Provide Healthy Living messaging and mentoring and positive role modelling in school and in activities with youth</p> <p>Play/attend Sports and Rec activities and community festivals</p> <p>Promotion of NT Police Road Safety programs and DriveSafe NT Indigenous Driver Education and Licensing</p> <p>Coordination of AFL-NT Indigenous footballer visits</p> <p>Police station tours for community members</p> <p>Mediates disputes between police and community</p> <p>Attends to general duties as required</p>	<p>respected</p> <p>Young people have another positive role model and respected authority figure in their lives</p> <p>Service providers appreciate a consistent police presence at meetings</p> <p>Referrals to other services like counselling, Child Protection</p> <p>Pressure taken off Officer in Charge (OIC) to attend community meetings and events</p>	<p>elders – elder authority restored – youth are listening to elders</p> <p>Service providers are better able to coordinate their efforts to focus on helping 'at risk' people and families</p> <p>Community develops a better understanding of police actions and the constraints they are under</p> <p>Community develops a better understanding of Australian law - its aims and consequences</p> <p>General duties police see effectiveness of community engagement activities</p>	<p>compliance with the law</p> <p>A reduction in crime rates</p> <p>Reduction in harmful behaviours e.g. youth suicide, antisocial, alcohol/drugs, domestic and family violence</p> <p>CEPO experiences increased work satisfaction</p> <p>Gradual change in police culture – more support for proactive community policing from grass roots to senior police</p> <p>Community policing becomes an essential part of police training and is integrated seamlessly with general duties policing</p>

Assumptions or enablers that underlie this program logic include:

- Community members and leaders are willing to engage with the police to improve community safety.
- The program is funded to run for the long term – at least two years with recurrent funding available after that if performance criteria are met in future evaluations.
- The CEPO has the ‘right attitude’ being fully committed to community engagement, building partnerships and understanding and responding to the community’s own law and order priorities.
- CEPO comes from a strength-based rather than deficit-based approach i.e. What’s working? How can we make what’s working even more effective? How can we fix issues by working together?
- The CEPO is willing to incorporate local culturally informed alternatives to mainstream policing.
- The CEPO typically focuses efforts on partnerships with the school, Local Reference Group/Leadership Council, Nigh Patrol, youth groups, Sport and Recreation and the NTAFL.
- The CEPO has a supportive Officer in Charge (OIC) who believes in the value of community policing and will take an active interest in community engagement activities and safety plans.

The absence of these enablers could have reduced the overall effectiveness of the trial. In particular the need for the CEPOs to be in community for the long term and the lack of a supportive OIC in some locations such as Lajamanu, Maningrida and on Groote Eylandt at certain times has impacted negatively on the program. These issues are discussed in more detail in the next section.

## 5. Detailed findings

This section outlines the detailed findings of the research in relation to each of the research objectives.

For a number of reasons care should be taken in interpreting the following charts and in making comparisons between communities that hosted a CEPO. For example:

- The communities were often very different in population, language group, social cohesiveness, and in their historical relationships with the police. For example, some experience ongoing or intermittent community strife such as Wadeye, Angurugu on Groote Eylandt and Yuendumu, others are relatively calm and peaceful such as Lajamanu and Papunya. In looking at the Impact Survey results across communities, you are definitely not 'comparing apples with apples'.
- The survey sample sizes varied considerably across communities due to the size of the community and the willingness and availability of participants to engage in the survey.
- There is always the potential for 'gratuitous concurrence' in remote community research. That is, a tendency for Indigenous participants to agree with the question or provide an answer that they think the researcher wants to hear rather than providing an answer based on their own experience and perceptions. In this case the issue may have been accentuated by the use of a small incentive (\$30) and the perception that if people gave a positive answer they were more likely to get another CEPO. However, we used a number of strategies to mitigate this issue. Only very experienced community researchers who were on the lookout for signs of 'gratuitous concurrence' were assigned to the fieldwork for this project. We also explained 'up front' that there were no definite plans to extend the CEPO trial and that community responses were only one factor that would be taken into account before any decision was made in this regard. We also worked with local Indigenous researchers (or researchers with family connections and long associations with each community) to collect, input and analyse the data. We frequently asked for examples when people gave a very positive response meaning they had to justify and provide evidence for why they felt a certain way. Finally many interviews were conducted without incentives in the Northern Tropical communities where people were happy to participate without being incentivised. Responses between those who were paid incentives versus those who were not were also very consistent suggesting that incentives had little overall impact on responses.
- Please note that there were no significant differences by gender and age (apart from people aged below 40 years being more likely to feel that the CEPOs improved safe behaviour; reflecting the CEPOs more intensive involvement with young people) and few by service provider versus community (see Appendix G: Differences by age gender and participant type). This suggests a very consistent perception of the CEPO across these groups. There were more differences between community member/service provider versus Police/CEPOs/Night Patrol participants, with the latter often providing less positive feedback across a number of measures. However, the sample sizes for this group were too small at n=23 for these differences to be considered statistically significant. It should also be noted that it was generally the police rather than CEPOs or Night Patrol who gave the least favourable feedback about the CEPOs. This will be discussed in more detail in the following section.

Table 5: Impact Survey summary

Percentages displayed below are based on the number of participants who felt the CEPO was doing the action outlined in each question either often or very often. Each question was designed in plain English to capture participant's views on the key objectives of this evaluation.

Do you think the CEPO has helped...	Lajamanu	Maningrida	Hermanns--burg (Ntaria)	Ali Curung	Yuendumu	Wadeye	Papunya	Groote Eylandt	Galiwinku (comparator)
Q1 ...make it easier for the community to get on with the police? All CEPO communities =72%	1 <sup>st</sup> place =94%	2 <sup>nd</sup> place = 88%	5 <sup>th</sup> place =73%	3 <sup>rd</sup> place = 80%	4 <sup>th</sup> place =79%	6 <sup>th</sup> place = 69%	7 <sup>th</sup> place = 47%	8 <sup>th</sup> place = 30%	9 <sup>th</sup> place = 15%
Q4 ...police and other services like Night Patrols, Shire, Sport & Rec, and schools work better together? All CEPO communities =71%	1 <sup>st</sup> place = 99%	2 <sup>nd</sup> place = 93%	3 <sup>rd</sup> place = 76%	4 <sup>th</sup> place = 75%	6 <sup>th</sup> place = 69%	5 <sup>th</sup> place = 73%	7 <sup>th</sup> place = 26%	8 <sup>th</sup> place = 23%	9 <sup>th</sup> place = 17%
Q5 ...improve safe behaviour like more kids going to school or less gr or gunja smoking/petrol sniffing? All CEPO communities =69%	1 <sup>st</sup> place = 100%	3 <sup>rd</sup> place = 88%	5 <sup>th</sup> place = 73%	6 <sup>th</sup> place = 71%	4 <sup>th</sup> place = 79%	7 <sup>th</sup> place = 59%	2 <sup>nd</sup> place= 93%	8 <sup>th</sup> place = 14%	9 <sup>th</sup> place = 13%
Q2 ...make the community feel safer? All CEPO communities =64%	Equal 1st place = 89%	Equal 1 <sup>st</sup> = 89%	Equal 2 <sup>nd</sup> place = 79%	Equal 2 <sup>nd</sup> place = 79%	3 <sup>rd</sup> place = 62%	4 <sup>th</sup> place = 54%	5 <sup>th</sup> place = 47%	7 <sup>th</sup> place = 15%	6 <sup>th</sup> place = 26%
Q9 ...people feel more comfortable telling the police about crimes? All CEPO communities =64%	1 <sup>st</sup> place = 89%	2 <sup>nd</sup> place = 80%	Equal 3 <sup>rd</sup> place = 76%	4 <sup>th</sup> place = 62%	5 <sup>th</sup> place = 54%	Equal 3 <sup>rd</sup> place = 76%	6 <sup>th</sup> place = 27%	7 <sup>th</sup> place = 14%	9 <sup>th</sup> place = 8%

Do you think the CEPO has helped...	Lajamanu	Maningrida	Hermanns--burg (Ntaria)	Ali Curung	Yuendumu	Wadeye	Papunya	Groote Eylandt	Galiwinku (comparator)
Q6 ...get the community working together to make sure new safety programs work?  All CEPO communities =60%	3 <sup>rd</sup> place = 79%	2 <sup>nd</sup> place = 82%	1 <sup>st</sup> place = 88%	4 <sup>th</sup> place = 62%	5 <sup>th</sup> place = 52%	6 <sup>th</sup> place = 49%	8 <sup>th</sup> place = 26%	7 <sup>th</sup> place = 28%	9 <sup>th</sup> place = 5%
Q3 ...work with the community to bring in new safety plans?  All CEPO communities =56%	3 <sup>rd</sup> place = 71%	4 <sup>th</sup> place = 68%	1 <sup>st</sup> place = 82%	2 <sup>nd</sup> place = 75%	5 <sup>th</sup> place = 52%	7 <sup>th</sup> place = 45%	6 <sup>th</sup> place = 47%	8 <sup>th</sup> place = 26%	9 <sup>th</sup> place = 8%
Q7 ...less young ones get in trouble with the police  All CEPO communities =53%	1 <sup>st</sup> place = 78%	3 <sup>rd</sup> place = 70%	2 <sup>nd</sup> place = 72%	6 <sup>th</sup> place = 37%	4 <sup>th</sup> place = 56%	5 <sup>th</sup> place = 55%	7 <sup>th</sup> place = 14%	Equal 8 <sup>th</sup> place = 10%	Equal 8 <sup>th</sup> place = 10%
Q10... people feel more comfortable telling the police about crimes like family violence, break – ins, drugs and assault?  All CEPO communities =48%	6 <sup>th</sup> place = 22%	2 <sup>nd</sup> place = 67%	1 <sup>st</sup> place = 73%	5 <sup>th</sup> place = 54%	4 <sup>th</sup> place = 60%	3 <sup>rd</sup> place = 63%	7 <sup>th</sup> place = 20%	8 <sup>th</sup> place = 6%	9 <sup>th</sup> place = 6%
Q8 ...less adults get in trouble with the police  All CEPO communities =40%	3 <sup>rd</sup> place = 51%	2 <sup>nd</sup> place = 58%	1 <sup>st</sup> place = 66%	6 <sup>th</sup> place = 38%	5 <sup>th</sup> place = 40%	7 <sup>th</sup> place = 32%	4 <sup>th</sup> place = 46%	8 <sup>th</sup> place = 7%	9 <sup>th</sup> place = 7%
How many top 3 places	6 x 1 <sup>st</sup> 3 x 3 <sup>rd</sup>	1 x 1 <sup>st</sup> 6 x 2 <sup>nd</sup> 2 x 3 <sup>rd</sup>	4 x 1 <sup>st</sup> 2 x 2 <sup>nd</sup> 2 x 3 <sup>rd</sup>	2 x 2 <sup>nd</sup> 1 x 3 <sup>rd</sup>	1 x 3 <sup>rd</sup>	2 x 3 <sup>rd</sup>	1 x 2 <sup>nd</sup>	-	-

Do you think the CEPO has helped...	Lajamanu	Maningrida	Hermanns--burg (Ntaria)	Ali Curung	Yuendumu	Wadeye	Papunya	Groote Eylandt	Galiwinku (comparator)
<p>Points system based on:</p> <p>1<sup>st</sup> place =9 points</p> <p>2<sup>nd</sup> place =8 points</p> <p>3<sup>rd</sup> place = 7 points</p> <p>4<sup>th</sup> =6 points</p> <p>5<sup>th</sup> =5 points</p> <p>6<sup>th</sup> place = 4 points</p> <p>7<sup>th</sup> place = 3 points</p> <p>8<sup>th</sup> place = 2 points</p> <p>9<sup>th</sup> place = 1 point</p> <p>Brief explanation for each communities relative placing</p>	<p>=79 points</p> <p>Willingness to engage</p> <p>School and Elders engaged</p> <p>Youth engaged</p> <p>All key service providers engaged</p>	<p>=77 points</p> <p>Willingness to engage</p> <p>School and Elders engaged</p> <p>Youth engaged</p> <p>All key service providers engaged</p>	<p>=76 points</p> <p>Willingness to engage</p> <p>School and Elders engaged</p> <p>Youth engaged</p> <p>All key service providers engaged</p>	<p>=58 points</p> <p>Willingness to engage</p> <p>School and Elders engaged</p> <p>All key service providers engaged</p> <p>High level of engagement with stationed general duties police prior to CEPO placement</p>	<p>= 55 points</p> <p>Ongoing community unrest</p> <p>Limited interaction with young women in community</p> <p>Frequent periods of absence from community due to being called out to other communities for support to general duties staffing</p>	<p>= 47 points</p> <p>Ongoing community unrest</p> <p>CEPO taken off community engagement from September 2012 after violent death in community</p> <p>Community members felt kids had been abandoned</p>	<p>=43 points</p> <p>Community perception of being safe without CEPO support</p> <p>Community implements strong problem solving processes with community elders</p> <p>Low levels of contact with males in the community</p>	<p>23 points</p> <p>Only intermittent contact with CEPO</p> <p>Angurugu where most of sample collected had least contact with CEPO</p> <p>More 'bang for buck' focussing on Umbakumba</p>	<p>14 points</p> <p>No CEPO</p> <p>Police have zero tolerance to crime philosophy</p>

- The table indicates that the CEPOs were perceived to be most successful at making it easier for the community to get on with the police (because of their intensive community engagement activities), helping services work better together with the police (because the CEPOs provided a consistent proactive police presence), improving safe behaviour (particularly in relation to improving school attendance) and made the community feel safer because of the former three reasons. CEPOs were perceived to be least effective at reducing community member contact with the Criminal Justice System. Furthermore, they scored relatively lowly on informing the police about crimes like family violence, break-ins, drugs and assault (often due to taboos, fear of payback and family loyalty). Service providers in particular, often gave a low rating or a 'Don't Know' answer to these questions citing they were unaware of the official statistics for the community in which they were based.
- The table also shows an interesting pattern in terms of location. The CEPOs were perceived to have consistently more impact in the communities of Lajamanu, Maningrida and Hermannsburg (Ntaria) and a relatively lower impact in the communities of Groote Eylandt, Papunya, Wadeye, with the remaining communities of Yuendumu and Ali Curung being somewhere in the middle. The comparator community of Galiwinku (with no CEPO) trails behind all the other communities except for Q2 making the community feel safer. This could reflect the current police's approach of zero tolerance towards crime in Galiwinku which is not supporting relationships between the police and the community.

Lajamanu, Maningrida and Hermannsburg (Ntaria), are relatively diverse communities in very different locations, yet several common factors may have been at play to explain the CEPOs perceived greater impact:

- These communities were relatively cohesive and displayed a willingness to engage with the CEPO to improve community safety.
- The CEPOs worked very closely with the school, youth, and Elders Leadership Groups and all service providers were effectively engaged.
- Despite not being in community as long as other CEPOs, these CEPOs were well remembered as having made outstanding contributions by all participants we spoke too, apart from some of the local police.
- The personalities involved epitomised the archetypal CEPO – committed, passionate, dedicated, willing to engage with culture, patient, empathetic and understanding, good listener and employs a place based strengths approach i.e. responding to the community's needs in a way that builds on the community's strengths.

For example, in Hermannsburg (Ntaria) the CEPO was able to work with the school, youth, all the service providers and Elder leadership groups to support many youth focused initiatives. This enabled the CEPO to develop strong relationships with the overall community and youth through various activities. These included the BMX track redevelopment, the football team training, school attendance program and the Families as First Teachers programs. The CEPO also effectively accessed the community radio program to inform listeners of meetings, safety issues, program activities and community events. The community has also felt that the CEPO leaving was a loss to the young ones and youth in the community with no replacement for the role to date.



In relation to Groote Eylandt's relatively low rating:

- This location had only intermittent contact with a CEPO with the first one leaving and then the second one arriving after a gap of several months and then the second one went on extended leave.
- Most of the CEPOs efforts tended to be focussed on the more cohesive community of Umbakumba where it was perceived their efforts would provide a bigger pay off than in the more troubled community of Angurugu. CBSR researchers spent most of the time interviewing people in the larger community of Angurugu where the CEPOs had had much less presence. Perceptions of the CEPOs impact between these two communities seems to match the relative efforts of the CEPOs with Umbakumba being far more knowledgeable and positive than Angurugu (see Appendix D Groote Eylandt comparison for more details).

In relation to Papunya's relatively low rating:

- This community was perceived to already have good relations with the police before the CEPO arrived and people also felt that the elders were dealing with problems and issues effectively and so were less inclined to depend on help from the CEPO. The police reported that they were already conducting community engagement activities before the arrival of the CEPO (although CBSR saw no evidence of this during our visit). Therefore, there was less scope for improvement as a result of CEPO activities.
- The community was perceived to be relatively peaceful and calm, therefore the CEPO was felt to have had less impact than in other communities. Except in relation to improving safe behaviours which reflects the CEPOs focus on improving school attendance and keeping children safe through the Walking School 'Bus' and Safe 4 Kids initiatives.
- As a female CEPO, it was often difficult to develop activities and relationships with the male members of the community due to the cultural restrictions and protocols. For example, following a men's ceremony, a number of the young boys who worked well with the CEPO prior to their initiation, felt less inclined to participate in the school attendance program or other youth activities which the CEPO was involved in. However, it was acknowledged that the CEPO provided a much needed role model for the young women and girls in the community.

The relatively lower ratings of Yuendumu and Wadeye may be explained by more fractious community relations and ongoing unrest. In the case of Wadeye the CEPO was removed from community engagement activities and placed on general duties from September 2012 after a violent death in the community. Before this time, the CEPOs performance was consistently described as being very effective. After that time there was a feeling that the CEPO had *"abandoned the kids"*. Clearly there was a perception that this change in focus by the CEPO was not adequately explained to the community.

In the case of Yuendumu ongoing community unrest between the two major camps over the last two years frustrated the CEPOs efforts in general and in developing a Community Safety Plan in particular. Effective engagement with the community was also hampered by the need to develop stronger trust in the police, who some perceived were siding with one faction due to the number of arrests made from one family/clan group. The CEPO was also called on to undertake general policing duties both in the community and in other communities which also reduced the time he was able to spend working on purely engagement activities.

Finally in Ali Curung the CEPO was an important support to youth activities and initiatives in the community. Activities which involved youth included the school attendance program, football training and supporting the Shire Youth Services programs. These activities meant that the CEPO

was highly regarded amongst youth, their families and service providers. The CEPO also worked well with other services and supported initiatives implemented such as the Men's Cooking program targeting men. The mid-range score could also reflect the period of time the CEPO was based in the community as well as the fact that the CEPO wasn't considered to be living in the community. Activities also lost momentum in the community following the CEPO leaving the position and it has not been filled to date.

The following section presents the results of the Impact Survey in more detail question by question.

## 5.1. Contribution to improved relations between the police and the communities?

This section explores if CEPOs contributed to improved relations between the police and the communities in which they were based.

### Conclusions

- CEPOs have helped people get on with the police in the communities in which they were based. For all communities that hosted a CEPO, nearly three quarters (72%) said that this happened either often or very often. Proportions were much lower in the comparator community of Galiwinku with less than a fifth (15%) of respondents feeling this had happened either often or very often.
- Essentially, CEPOs facilitated better relationships with police and communities through their intensive community engagement activities. CEPOs were also described as being very approachable, polite, easy to talk to and respectful of culture. In this way they became effective conduits between the community and the police. In particular, they had the time to explain police actions or decisions more thoroughly with community members. This often helped families understand that police 'were not acting rough' or disrespectfully when they arrested a family member, but were actually 'just doing their job'.
- A key question that emerged during the research was whether the program was helping improve relationships between the community and the police or just the community and the CEPO. Some police spoke of an 'us and them' mentality feeling that as general duties officers they had to do all the hard 'real' policing work of attending to crime and locking people up while the CEPO made friends, went to meetings and kicked a football around with the kids. In this way the program was perceived to be setting the CEPO up as the 'good cop' versus the general duties officers who were seen as the 'bad cops'.
- This lack of support for CEPOs from colleagues is likely to reduce the ongoing impact of the trial as general duties officers will have neither the time or inclination to continue community engagement activities due to a lack of 'buy in'.
- Community policing efforts focusing on youth, the school and empowering existing community leadership groups will be most effective in helping the police get on better with the community.

### Recommendations

1. All police include foot patrols as an important community engagement strategy in remote communities. This will enhance opportunities to collect local intelligence.
2. CEPOs intensify efforts to involve general duties officers in their work so better relationships are fostered between all police officers and the community and not just the CEPO and the community.
3. Community engagement is included in every OICs KPIs to further reduce the delineation between general duties officers and the CEPOs. Something that the OIC in each community will be responsible and accountable for if targets are not met i.e. OICs will be required to report against community engagement measures. In this way community engagement will eventually become a routine part of every police officer's role even in the absence of a CEPO.
4. Use local information and knowledge collected by the CEPOs to develop plans to tackle gunja smuggling, grog running, road trauma, domestic violence, family fighting and to prevent and respond to riots and other crisis.
5. A zero tolerance approach to policing in remote communities be avoided as it is not conducive to the community engagement policing model.

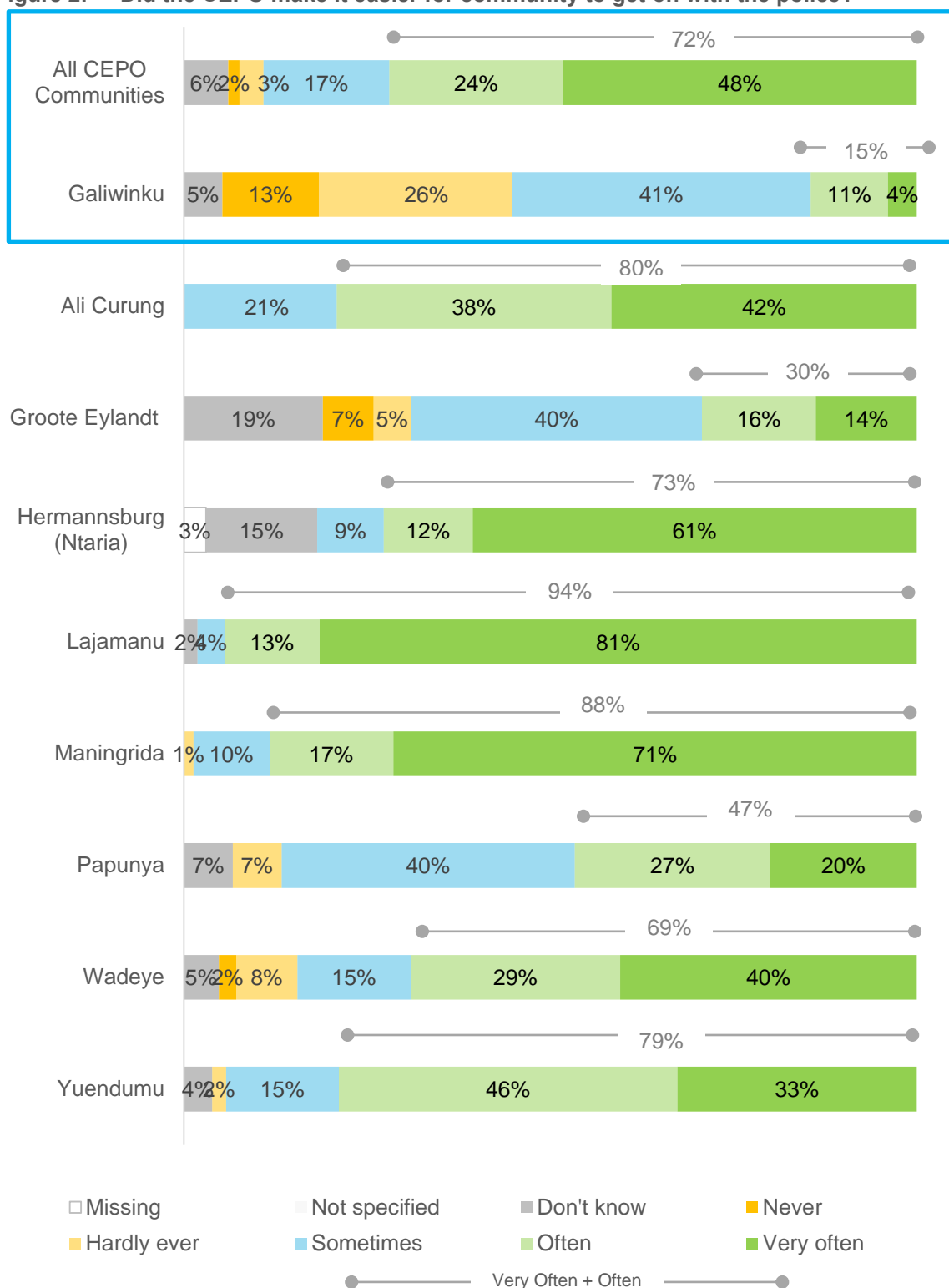
### 5.1.1. Detailed findings

All participants were asked: *Do you think the CEPO has helped to make it easier for the community to get on with the police here?* The results are presented below.

- For all communities that hosted a CEPO, nearly three quarters (72%) said that this happened either often or very often.
- Participants in the comparator community Galiwinku (no CEPO officers within this community), were asked if the police had made it easier for their community to get along with them over the last two years. Proportions were much lower in this community with less than a fifth (15%) of respondents feeling this had happened either often or very often.
- For the individual communities that hosted a CEPO:
  - A greater proportion of participants from the Lajamanu (94%), Maningrida (88%) and Ali Curung (80%) communities, said this happened either often or very often.
  - Around three quarters of participants from Yuendumu (79%), Hermannsburg (73%) and Wadeye (69%) said that the CEPOs either often or very often made it easier for their community to get along with the police.
  - A smaller proportion of participants, less than half in Papunya (47%) and one third in Groote Eylandt (30%) stated that this happened often or very often.

Figure 2 (overleaf) illustrates these results.

**Figure 2: Did the CEPO make it easier for community to get on with the police?**



Lajamanu n= 54  
Yuendumu n= 52  
Galiwinku n= 76

Ali Curung n=24  
Groote Eylandt n= 58  
All CEPO Communities n=397

Hermannsburg (Ntaria) n=33  
Maningrida n= 77

Papunya n=15  
Wadeye n= 84

Q1: Over the last 2 years do you think the police have helped (Galiwinku only)/Do you think that the Community Engagement Police Officer (CEPO) has helped ... To make it easier for the community to get on with the police here?

Essentially, CEPOs facilitated better relationships with police and communities through their intensive community engagement activities. We found that the CEPOs became well established and accepted in all host communities with the possible exception of Angurugu on Groote Eylandt where the CEPOs had only intermittent contact.

CEPOs were described as being very approachable, polite, easy to talk to and respectful of culture. In this way they became effective conduits between the community and the police. In particular, they had the time to explain police actions or decisions more thoroughly with community members. This often helped families understand that the police 'were not acting rough' or disrespectfully when they arrested a family member, but were actually 'just doing their job'. The comparator community of Galiwinku highlights the importance of this issue.

Most community members and service providers in Galiwinku felt that community/police relations had deteriorated over the last two years since the departure of an OIC who was very committed to community engagement (who incidentally won the Rotary Club Police Officer of the Year Award in 2011). Community members often commented that the police were now too rough. Arresting people in the community store in front of elders and children was considered especially shameful for the whole community, particularly for the elders. Likewise there were complaints about community members being searched at the airport (with their bags being tipped out) and of what were perceived to be unauthorised searches of people's houses. In addition, the flourishing Galiwinku Youth, Sport and Recreation program approached police and asked if they could spend a day fishing with them to prove to them that they were not just 'gunja smokers'. However, the police responded by saying this was not their job, but that they would be happy to spend some time talking to youth about future employment options. This incident left a trail of bitter feelings amongst youth. Some community members also felt that the police did not respect traditional Yolngu law and approaches to maintaining community safety and that the police were unwilling to work 'two ways' with the community.

These issues were provided as examples of police conduct that were eroding trust and confidence in the police. **They are also precisely the type of issues that CEPOs have successfully mitigated in their hosted communities through intensive community engagement activities.**

The police in Galiwinku are aware of some of this negative community sentiment but are basing their efforts on a zero tolerance approach to keeping the community safe and ensuring that perpetrators of crime understand the consequences of their actions. Under the COAG building block of Safe Communities, in the Galiwinku Local Implementation Plan it states the community wants:

*"Effective and culturally appropriate community policing with good communication between the Galiwinku police and community."*

Based on the 76 interviews conducted with community members and service providers for this study - this is clearly not happening. Policing in Galiwinku may be effective, at least in the short term in terms of reacting to crime, but it is hardly "...culturally appropriate community policing with good communication...". For more details on the type of problems this approach can lead to in other communities outside of the Northern Territory please refer to Appendix L.

Other key reasons why participants felt that CEPOs had contributed to improved relations between the police and the communities were as follows:

- CEPOs often visited the families of people who had been arrested and explained what had happened to their loved ones in a caring respectful way. CEPOs spend a lot of time

explaining the law to community members which leads to a better understanding of why the police act as they do, the consequences of criminal behaviour and how to stay out of trouble. The quotes provided below were typical in this regard.

*“They are not coming in with the big stick to arrest people. They spend time talking, and trying to understand the community’s safety needs.”* (Service provider: Umbakumba)

*“I’m so pro CEPO. It’s been a great role. While there is a need for ALL police to have that engagement part in their role, the CEPO allows police to go so much further with their work in community.”* (Service provider: Alyangula)

*“There is a stronger feeling that people can talk to the police now.”*

(Community member: Umbakumba)

*“Makes it easier for us to go and talk to the police.”* (Community member Yuendumu)

*“We can trust him when we tell him our problems. He knows there was big problem here and he’s trying to help.”* (Community member Yuendumu)

- CEPOs were highly visible. They were often seen in community, walking around, engaging with people, sitting with elders under a tree or attending community meetings. In this way the CEPOs helped to take up the community engagement 'slack' caused by busy general duties officers. Most police noted that in recent years general duties officers have been forced to spend more time on administration and process issues leaving less time for community engagement activities. This is where the CEPOs role becomes so crucial.

*“From the school and the teenagers perspective, he’s [the CEPO] very visible at the school. He will talk to everybody and check up on how everyone’s doing. He’s been really visible and not in a punitive way, really positive engagement.”* (Service Provider Yuendumu)

- The twin strategies of engaging the school/youth and community leaders/elders was an extremely successful modus operandi for CEPOs as demonstrated by the positive feedback from communities. These strategies are explained in more detail below.

1. Improved police/community relations were strongly underpinned by CEPO participation in community sporting, cultural, educational and recreational activities, particularly with youth. From the community visits, CEPO reports and video footage, it is apparent that there was a high level of CEPO community engagement, particularly with young people. A wide range of initiatives were either instigated or involved CEPOs in the communities. Common themes include youths’ sport, addressing truancy, and community safety planning. Community members, family members, elders and leaders saw this positive police interaction with youth and very much appreciated it. This further improved relationships and trust between the police and the community.

*“He [the CEPO] showed kids for the first time that they did not need to be scared of the police. That they could trust them and go to them for help.”*

(Community member: Lajamanu)

2. CEPOs also focussed efforts on engaging community elders and leaders either through Local Reference Groups or Local Tribal Councils such as the Kurdiji Law and Justice Group in Lajamanu or the Bunawarra Dispute Resolution Group in Maningrida. Elders in these communities felt that working with the CEPOs had helped legitimise and restore their traditional authority especially amongst young people. This was a key reason why elders in Lajamanu and Maningrida passionately told our researchers that the CEPO program was one of the most effective programs



the Federal Government had ever introduced into their communities. These elders and community leaders pleaded with CBSR researchers to let the Attorney-General's Department know that they desperately wanted their former CEPO back or a replacement who shared the same empathy and respect for culture.

*"If you want stronger futures for our people, if you want to help us Close the Gap then please send Csaba back [Csaba was the CEPO previously stationed in Maningrida]."*  
(Community members: Maningrida)

- Most community members and service providers also felt that CEPOs were positive role models, unbiased mediators and drivers of positive change.
- Most service providers reported that a consistent uniformed police presence at agency and interagency meetings was highly valued, helped coordinate their efforts, and had improved communication and relationships with the police, other service providers, community groups and the community in general.

A key question that emerged during the research was whether the program was helping improve relationships between the community and the police or just the community and the CEPO. Some police spoke of an 'us and them' mentality feeling that as general duties officers they had to do all the hard 'real' policing work of attending to crime and locking people up while the CEPO made friends, went to meetings and kicked a football around with the kids. In this way the program was perceived to be setting the CEPO up as the 'good cop' versus the general duties officers who were seen as the 'bad cops'.

This perception explains why a relatively smaller proportion of Police/CEPO/Night Patrol participants (52%) felt that the CEPOs had made it easier for the community to get along with the police either often or very often. In comparison, much higher proportions of around three quarters of service providers (83%), and community members (70%), felt that CEPOs had often or very often made it easier for the community to get along with the police (see 12.3 Differences between participants for more details). This lack of support for CEPOs from colleagues is likely to have reduced the ongoing impact of the trial as general duties officers will have neither the time or inclination to continue community engagement activities due to a lack of 'buy in'.

It should be noted that the CEPOs were trying to ensure their community engagement activities would pay dividends to general duties officers by organising tours of the police station in communities like Wadeye and also by inviting general duties officers to attend recreational events like discos, movie nights and sports activities.

## 5.2. Contribution to an improved level of perceived safety?

This section explores if CEPOs contributed to feelings of improved community safety in the communities in which they were based.

### Conclusions

- CEPOs have helped people feel safer. For all communities that hosted a CEPO, nearly two-thirds (64%) said that the CEPO has helped to make their community feel safer either often or very often. This compared with only around a quarter (26%) for the comparator community Galiwinku.
- Through the development of projects, involvement in community activities and partnerships with other service providers such as schools, youth groups, Sport and Recreation and justice programs - CEPOs contributed to community education efforts in a number of key areas, such as safe driving, fire safety, anti-bullying, substance abuse and sexual health. Through the CEPOs intensive community engagement activities, community members felt safer because they felt more comfortable with police and had a better understanding of the constraints police were operating under. This made some people feel safer around the police.
- Most community members said they felt safer at events like movie nights and discos and sport activities because the CEPO was in attendance.
- Community members also felt less threatened because the CEPO did not wear a gun when undertaking community policing activities.
- It can be difficult to demonstrate how CEPO activities result in enhanced community safety, at least in the short term. This is because lower crime rates based on people feeling better about the police are not likely to emerge (see Appendix C Analysis of police incident data).

### Recommendations

6. To overcome the problems of measuring the effectiveness of community policing activities on community safety, community surveys that capture how people feel about the police and community safety issues, should be seen as a legitimate way of evaluating community policing performance (see sections 5.8 Systemic issues impacting the effectiveness of the CEPOs trial and 5.9 Framework for future monitoring, evaluation and reporting for more details).
7. Police should only wear guns in remote communities, in situations where their safety could be threatened, or when responding to serious criminal activity i.e. not when they are just walking around talking to people or attending meetings.

### 5.2.1. Detailed findings

All participants were asked: *Do you think that the CEPO has helped to make the community feel safer here?* The results are presented below (Figure 3):

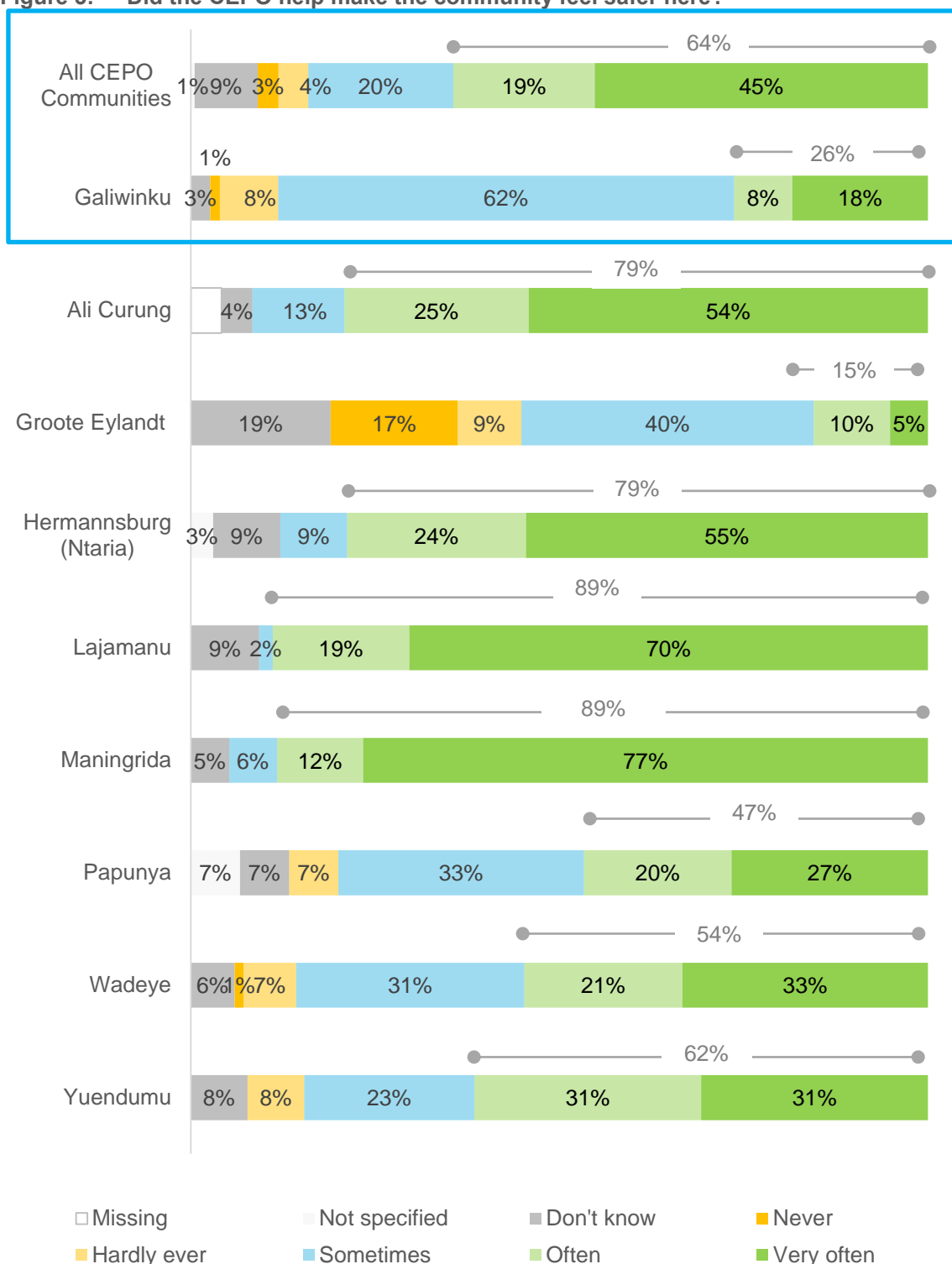
- For all communities that hosted a CEPO, nearly two-thirds (64%) said that the CEPO has helped to make their community feel safer either often or very often.
- Participants in the comparator community Galiwinku were asked if the police had made them feel safer over the last two years. Proportions were much lower for this community

with just over a quarter (26%) of participants feeling that this happened either often or very often.

For the individual communities that hosted a CEPO:

- A greater proportion of participants from Lajamanu (89%), Maningrida (89%), Ali Curung (79%) and Hermannsburg (79%) felt the CEPO had helped to make the community feel safer either often or very often.
- Over half of participants from Yuendumu (62%) and Wadeye (54%) said that the CEPOs either often or very often made them feel safer within their community.
- A smaller proportion of participants, less than half in Papunya (47%) and less than a fifth in Groote Eylandt (15%) stated that this happened often or very often.

**Figure 3: Did the CEPO help make the community feel safer here?**



Lajamanu n= 54  
Yuendumu n= 52  
Galiwinku n= 76

Ali Curung n=24  
Groote Eylandt n= 58  
All CEPO Communities n=397

Hermannsburg (Ntaria) n=33  
Maningrida n= 77

Papunya n=15  
Wadeye n= 84

Q2: Over the last 2 years do you think the police have helped (Galiwinku only)/Do you think that the Community Engagement Police Officer (CEPO) has helped ... To make the community feel safer here?

A key strategic objective of the CEPO model is to see whether community engagement by police contributes to improvements in feelings of personal safety and community safety. Key reasons of

why participants felt that CEPOs had contributed to improved feelings of improved community safety were as follows:

- Through the development of projects, involvement in community activities and partnerships with other service providers such as schools, youth groups, Sport and Recreation and justice programs - CEPOs contributed to community education efforts in a number of key areas, such as safe driving, fire safety, anti-bullying, substance abuse and sexual health.
- Through the CEPOs intensive community engagement activities - community members felt more comfortable because they had more interaction with police who were not arresting them and they had a better understanding of the constraints that police were operating under. This made some people feel safer around the police.
- Some community members felt safer going with the police if the CEPO was in attendance as they had less fear that something 'bad' might happen to them. Some women in particular said they felt more comfortable going to the Wadeye police station when the female CEPO was in attendance. There was similar feedback in the comparator community of Galiwinku, with people feeling more comfortable approaching the police station when the ACPO was known to be there. In fact the ACPO in Galiwinku seemed to be fulfilling a number of community engagement roles that the CEPOs did in other communities.
- Most community members said they felt safer at events like movie nights and discos and sport activities because the CEPO was in attendance. In times of family and clan conflict community members felt it was safe to attend these events because of the uniformed CEPO presence and because the police car was parked outside. While feeling safer because of police presence extends to all police not just the CEPO, it is the fact that the CEPO is far more visible and consistently attends more community events and meeting than general duties police officers.
- Community members also liked seeing a uniformed officer interacting with people without a gun. A number of community members in the comparator community of Galiwinku felt scared when they saw an officer arrive on the scene with a gun. This may be related to shootings of community members by police over several decades in Galiwinku.

It is difficult to demonstrate how CEPO activities result in enhanced community safety, at least in the short term. Lower crime rates based on people feeling better about the police are not likely to emerge in the short term (see Appendix C Analysis of police incident data). A lack of baseline data collected before the CEPO trial commenced also makes it difficult to quantify changes resulting from the trial. Therefore, measures like community surveys around how people feel about the police and community safety are a possible option (see sections 5.8 Systemic issues impacting the effectiveness of the CEPOs trial and 5.9 Framework for future monitoring, evaluation and reporting for more details).

### 5.3. Contribution to the successful implementation of community safety initiatives

This section explores if CEPOs contributed to the successful implementation of community safety initiatives with support and involvement of community members (or lessons taken from unsuccessful initiatives and applied to later initiatives).

#### Conclusions

- Just over half of the participants in CEPO hosted communities felt the CEPOs had worked with the community to bring in new safety plans (56%) and helped get the community working together to make sure that new safety actions and programs worked (60%) either often or very often. There were much lower proportions of people feeling this way about the police in Galiwinku (8% and 26% respectively). It should be noted that there were a large proportion of don't know responses in many communities which tended to drag down the overall number who provided an often/very often response. This could be a sign of a lack of wider community involvement and consultation in the Community Safety Planning process itself.
- All the CEPOs in conjunction with their OICs attempted to support communities develop their own Community Safety Plans. However, success depended on garnering the necessary community support which was much easier in cohesive communities like Lajamanu compared to communities experiencing ongoing unrest like Yuendumu. Apart from the safety plans, CEPOs were involved in a wide range of activities aimed at improving community safety (refer to Appendix B CEPO activities for more details).
- In terms of initiatives that did not work - most of the CEPOs and key stakeholders felt that the demand for community safety initiatives was so great that just about any activities would be worthwhile provided they were designed in partnership with the community and the CEPO had the passion and dedication to make them work. This is consistent with the data analysis suggesting that there was little correlation between the mix of CEPO activities provided in each community and perceived impact of the CEPOs performance (for more details please see section 10.7 Mix of CEPO activities and perceived impacts in Appendix E Index scores).
- In the absence of CEPOs, the OICs and general duties officers could choose one or two community engagement activities they feel passionate about and engage with the community through those activities. These activities need to be in line with the community's own safety priorities and designed in close partnership with community elders and leadership groups.

#### Recommendations

8. CEPOs should play a key role in revitalising and implementing Community Safety Plans, including helping communities design and implement their Alcohol Management Plans as part of the wider safety plan.
9. It is recommended that all police be involved in the community engagement activities that they are most passionate about, and that are in line with their community's own safety priorities.

### 5.3.1. Detailed findings

This question was asked in two parts, the first addressing working with the community to bring in new safety plans and the second asking about community involvement to ensure the plans had worked. All participants were asked: *Do you think that the CEPO has worked with the community to bring in new safety plans?* The results are presented below:

- For all communities that hosted a CEPO, over half (56%) felt this had happened either often or very often.
- Participants in the comparator community Galiwinku were asked if the police had worked with their community to bring in new safety plans over the last two years. Proportions were substantially lower within this community with less than one tenth (8%) of participants indicating that this had happened either often or very often.

For the individual communities that hosted a CEPO:

- Hermannsburg reported the highest proportion with over three quarters (82%) of participants feeling that the CEPO has worked with the community to bring in new safety plans either often or very often.
- Around three quarters of participants in Ali Curung, Lajamanu and Maningrida (75%, 71% and 68% respectively), reported that CEPOs often or very often worked with the community to bring in new safety programs. Proportions of around a half in Yuendumu (52%), Papunya (47%), and Wadeye (45%) felt the CEPO had done this often or very often.
- Groote Eylandt reported the lowest proportion with just over a quarter (26%) saying that this had happened often or very often.

It is important to note that there was a relatively high proportion of participants from several communities that said 'Don't know', particularly on Groote Eylandt (43% - perhaps because Angurugu had only intermittent contact with a CEPO), Yuendumu (33% - where community strife made it difficult to garner the necessary community cooperation) and Wadeye (a general lack of awareness amongst community members about the plan). These factors may have impacted on the proportion of people giving an often or very often response.

All participants were also asked: *Do you think that the CEPO has helped get the community working together to make sure that new safety actions and programs work?* The results are presented below:

- For all communities that hosted a CEPO, over half (60%) felt the CEPO had helped get the community working together to make sure that new safety actions and programs worked.
- Participants in the comparator community Galiwinku were asked if the police had helped get the community working together to make sure that new safety actions and programs worked over the last two years. Proportions were substantially lower with less than one tenth (5%) of participants indicating that this had happened either often or very often.

For the individual communities that hosted a CEPO:

- Over three quarters of participants from the Hermannsburg (88%), Maningrida (82%) and Lajamanu (79%) felt the CEPO had helped to get the community working together to make sure that new safety actions and programs worked either frequently or very frequently.

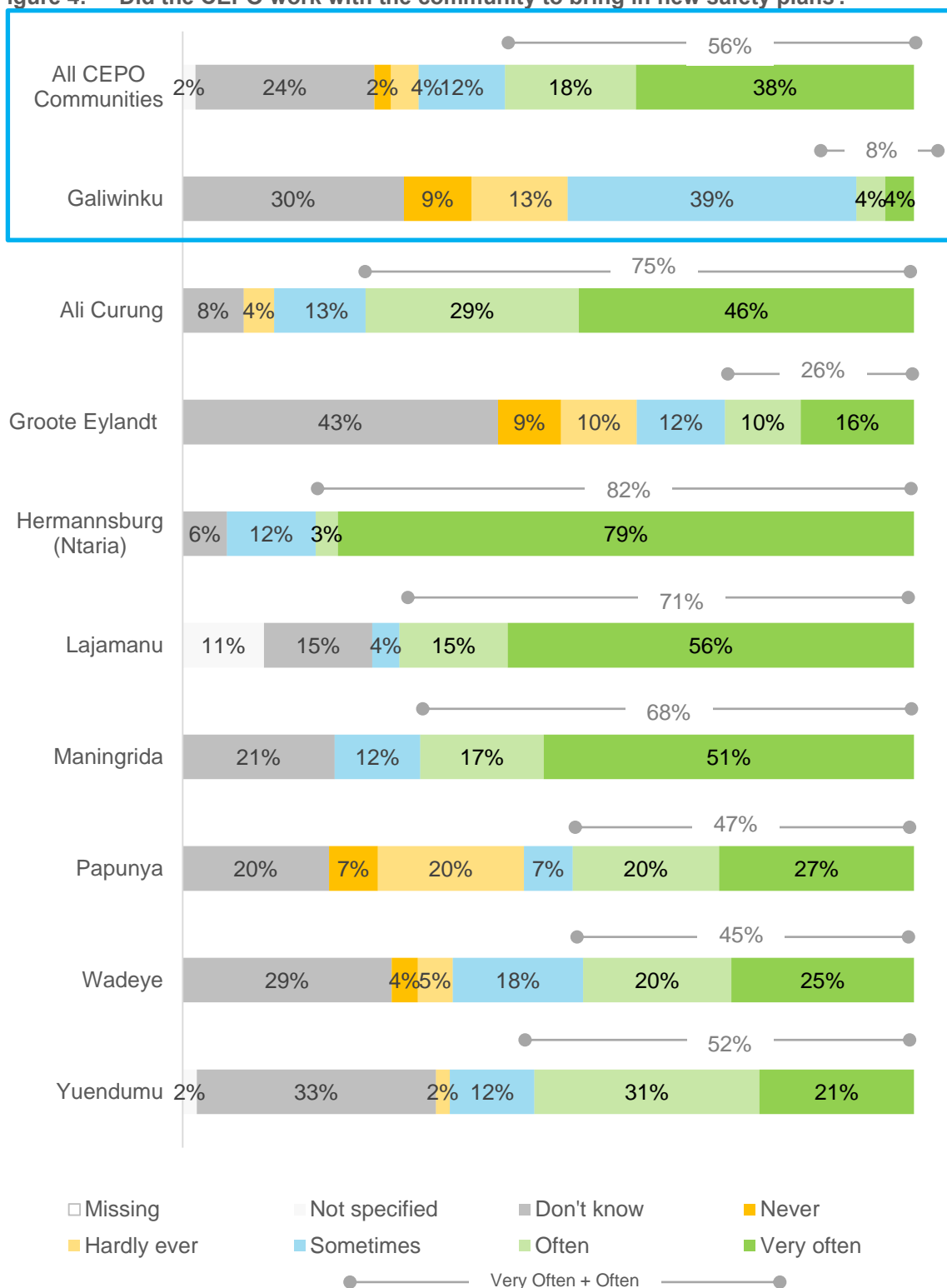


- Over half of the participants from Ali Curung (62%) and Yuendumu (52%) and just under half from Wadeye (49%) felt this had happened often or very often.
- A substantially lower proportion from Groote Eylandt (27%) and Papunya (26%) said that CEPOs had done this either often or very often.

**Again, it is important to note that there was a relatively high proportion of participants from a number of these communities who said ‘Don’t know’ and this may have impacted on the proportion who said often or very often. Relatively high proportions of don’t knows could also indicate a lack of involvement by community members. Figure 4 and**

Figure 5 illustrate these results.

**Figure 4: Did the CEPO work with the community to bring in new safety plans?**



Lajamanu n= 54  
Yuendumu n= 52  
Galiwinku n= 76

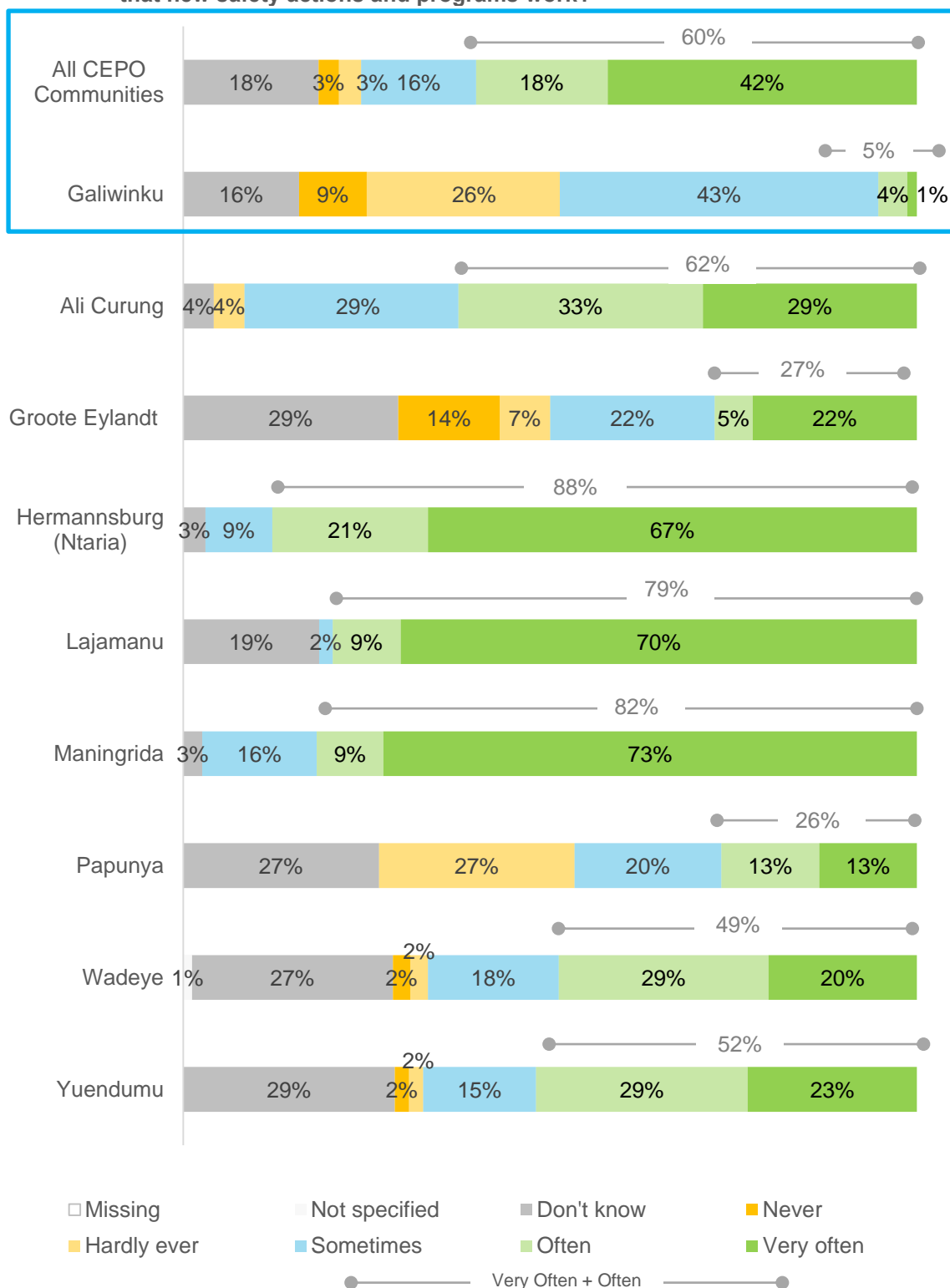
Ali Curung n=24  
Groote Eylandt n= 58  
All CEPO Communities n=397

Hermannsburg (Ntaria) n=33  
Maningrida n= 77

Papunya n=15  
Wadeye n= 84

Q3: Over the last 2 years do you think the police have helped (Galiwinku only)/Do you think that the Community Engagement Police Officer (CEPO) has helped ... Work with the community to bring in new safety plans?

**Figure 5: Did the CEPO help get the community working together to make sure that new safety actions and programs work?**



Lajamanu n= 54    Ali Curung n=24    Hermannsburg (Ntaria) n=33    Papunya n=15    Galiwinku n= 76  
 Yuendumu n= 52    Groote Eylandt n= 58    Maningrida n= 77    Wadeye n= 84    All CEPO Communities n=397  
 Q6: Over the last 2 years do you think the police have helped (Galiwinku only)/Do you think that the Community Engagement Police Officer (CEPO) has helped ... Get community working together to make sure new safety actions/programs work?

All the CEPOs in conjunction with their OICs attempted to support communities develop their own Community Safety Plans. However, success depended on garnering the necessary community support which was much easier in cohesive communities like Lajamanu compared to communities experiencing ongoing unrest like Yuendumu.

Although progress has been slower in Yuendumu it should be noted that a number of participants felt that the CEPO was helping reduce violence and fighting between families in Yuendumu by bringing the two main warring factions closer together and reducing the potential for community riots through engagement activities.

*“The people of this community are slowly getting back together and are trying to work things out and try to make this a safe community again. And the CEPO is really helping the community.”* (Community member Yuendumu)

*“The new CEPO is slowly making this place a little more safer. And that’s the first time someone from the outside helping us. My kids feel safe, me and my family too. We can’t go on living like this all our lives, we have to change for ourselves and for our children sake and for our community. We still need help but he can’t do it alone. We all have to help each other out.”* (Community member Yuendumu)

Community Safety Plans were well advanced in Hermannsburg, Ali Curung, Lajamanu, Maningrida, and to a lesser extent Wadeye. These safety plans sometimes reached a point where they were presented in draft form to Local Reference Groups and some of the actions outlined have already been implemented in communities like Maningrida. More recently Community Safety Plans have been developed for Angurugu and Umbakumba on Groote Eylandt.

It seems that the original funding for implementing these plans as part of the LIP process was discontinued. They now seem to be on hold. If the CEPO trial is extended, CEPOs could play a key role in revitalising and implementing these plans including helping communities design and implement their Alcohol Management Plans as part of the wider Community Safety Plan.

Apart from the safety plans, CEPOs were involved in a wide range of activities aimed at improving community safety (refer to Appendix B CEPO activities for more details). CEPO efforts focussed on youths’ sport, community festivals, youth camps, community information sessions, working on projects in partnership with other service providers like child protection or Night Patrol, addressing truancy and healthy living education. Many people cited these activities as examples of the CEPO implementing community safety plans rather than referring to the Community Safety Plans themselves.

In terms of initiatives that did not work - most of the CEPOs and key stakeholders felt that the demand for community safety initiatives was so great that just about any activities would be worthwhile provided they were designed in partnership with the community and the CEPO had the passion and dedication to make them work. This is consistent with the data analysis suggesting that there was little correlation between the mix of CEPO activities provided in each community and perceived impact of the CEPOs performance (for more details please see Section 10.7 Mix of CEPO activities and perceived impacts in Appendix E Index scores).

In summary communities’ perception of the impact of the CEPO does not appear to be related to the amount or nature of CEPO activity in their community. Little or no relationship was observed between perceived impacts and the number of CEPO days in community, nor to the mix of different CEPO activities such as crime reduction, community service and so on. It is likely that differences in perceived impacts are due to the quality of activities provided by individual CEPO officers, rather than the sheer quantity of activity.

This suggests that in the absence of CEPOs, OICs and general duties officers could choose one or two activities they feel most comfortable with and engage with the community through those activities. An example of such an activity could involve working with the community to improve school attendance as this tended to have the biggest impact of all activities during the trial (for more details please see Section 5.5). Of course, the activities need to be in line with the community's own safety priorities and designed in close partnership with community elders and leadership groups.

## 5.4. Contribution to enhanced coordination between the police and other service providers

This section explores if CEPOs contributed to better coordination between the police and other government and non-government service providers such as the Night Patrols.

### Conclusions

- The CEPOs have contributed to enhanced coordination between the police and other service providers like Night Patrols, Shire, Sport and Recreation and schools. Just under three quarters of participants in the CEPO hosted communities (71%) felt that this happened either often or very often. This compares to just under a fifth (17%) of people feeling the police had enhanced coordination in Galiwinku.
- CEPOs forged strong relationships with key leadership groups service providers or people in each of their assigned communities, although the nature of the groups varied by community. Most worked with Local Reference Groups or Tribal Councils to seek community views, garner support and sometimes to work on community safety plans. Other key partners often included GECs, AFLNT, Sport and Recreation, Night Patrol, Child Protection and key staff working in the local school.
- Most service providers felt that CEPOs were playing a pivotal role in interagency relationships and activities. For example, most service providers felt that CEPOs have provided effective support for key services and agencies in the communities and have effectively facilitated improved communication between key agencies. Examples were provided of CEPOs working with service providers to mentor many young men and women, making a real difference to their lives including the prevention of at least one suicide in Wadeye.
- Relationships between the CEPO and the Night Patrols varied by community. In some communities notably Umbakumba on Groote Eylandt, Maningrida and to a lesser extent Lajamanu there was a close relationship between the Night Patrol and the CEPO.
- The ability to work with all service providers and overcoming the silo mentality so common in remote communities is a key strength of the CEPO program.

### Recommendations

10. Relationships with key service providers like Local Reference Groups, Tribal Councils, GECs, Schools, AFLNT, Sport and Recreation, Night Patrols and Child Protection must be strengthened so when key personnel leave, new staff can come in and build on these successful partnerships rather than having to start from scratch.
11. Interactions with service providers such as referrals, assistance with engaging their client groups, and working in partnership to enhance service provision, need to be

captured in CEPO reporting so that the full value of the program to its partners can be measured (for more details see Section 5.9 Framework for future monitoring, evaluation and reporting).

12. The OIC needs to be closely involved in managing relations with service providers as the OIC directs police priorities 'on the ground' in each community. In the absence of a CEPO, the OIC needs to provide consistent police presence at service provider meetings.

#### 5.4.1. Detailed findings

All participants were asked: *Do you think that the CEPO has helped police and other service providers like Night Patrols, Shire, Sport and Recreation and schools work better together?*

The results are presented below:

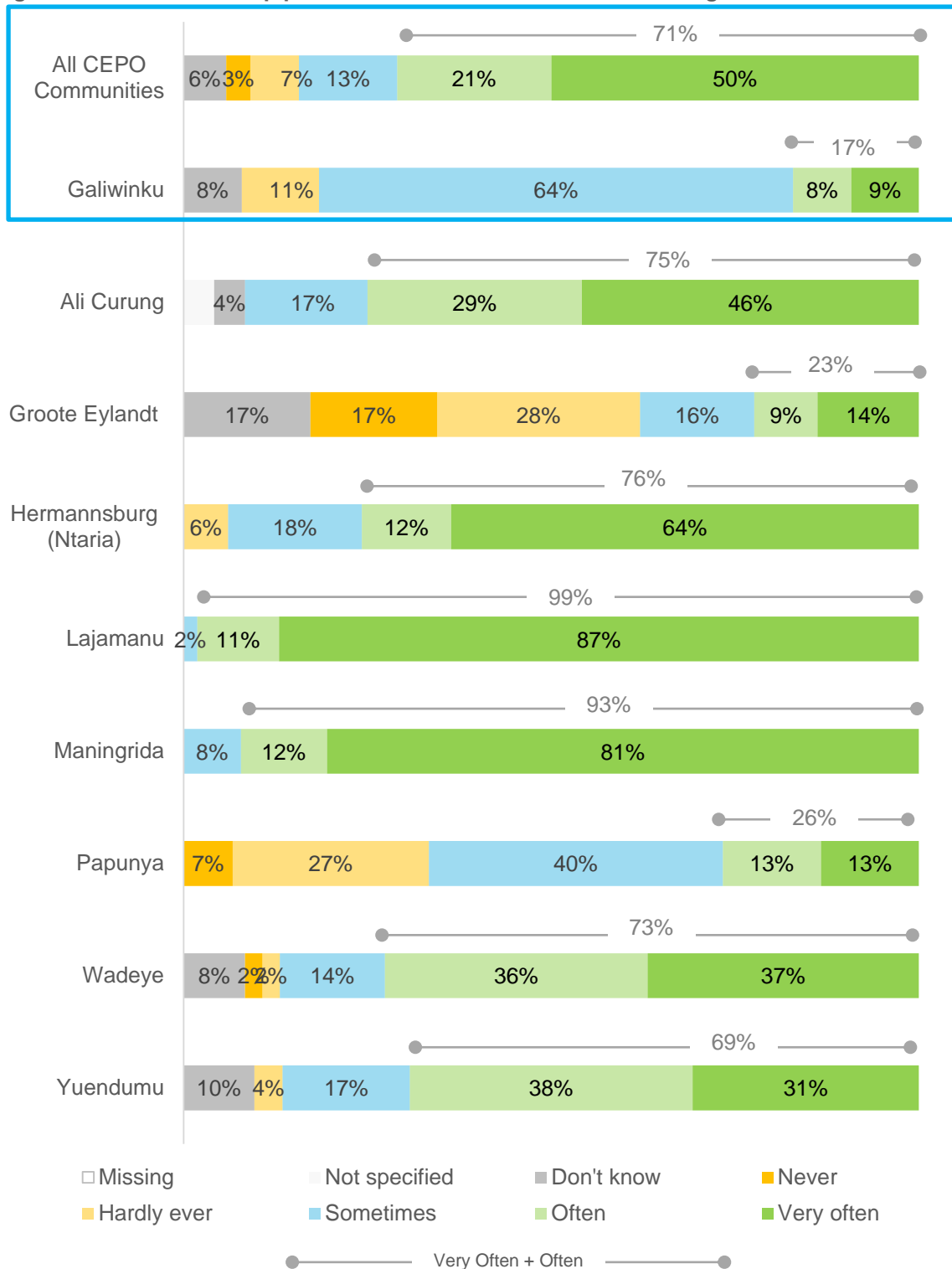
- For all communities that hosted a CEPO, just under three quarters (71%) said that this happened either often or very often.
- Participants in the comparator community Galiwinku were asked about the extent to which the police had helped other services work better together over the last two years. Proportions were much lower with just under a fifth (17%) of participants indicating that this had happened either often or very often.

For the individual communities that hosted a CEPO:

- A greater proportion of participants from Lajamanu (99%) and Maningrida (93%) said that the CEPO had helped police and other service providers work better together either often or very often.
- Around three quarters of the participants from Hermannsburg, Ali Curung, Wadeye and Yuendumu (76%, 75%, 73% and 69% respectively) also felt this had happened often or very often.
- Substantially lower proportions of participants, around a quarter from Papunya (26%) and Groote Eylandt (23%) felt this had happened either often or very often.

Figure 6 illustrates these results.

**Figure 6: Did CEPO help police and other services work better together?**



Lajamanu n= 54  
Yuendumu n= 52  
Galiwinku n= 76

Ali Curung n=24  
Groote Eylandt n= 58  
All CEPO Communities n=397

Hermannsburg (Ntaria) n=33  
Maningrida n= 77

Papunya n=15  
Wadeye n= 84

Q4: Over the last 2 years do you think the police have helped (Galiwinku only)/Do you think that the Community Engagement Police Officer (CEPO) has helped ... Police and other services like Night Patrols, Shire, Sport & Rec, and schools work better together?



CEPOs forged strong relationships with key leadership groups, service providers or people in each of their assigned communities, although the nature of the groups varied by community. Most worked with Local Reference Groups or Tribal Councils to seek community views, garner support and sometimes to work on community safety plans. Other key partners often included GECs, AFLNT, Sport and Recreation, Night Patrol, Child Protection and key staff working in the local school.

- Most service providers felt that CEPOs were playing a pivotal role in interagency relationships and activities. For example, most service providers felt that CEPOs have provided effective support for key services and agencies in the communities and have effectively facilitated improved communication between key agencies.
- Some service providers also felt that the CEPO position is very flexible and unencumbered by the “shroud of program” i.e. having to operate along narrow program lines. Therefore, CEPOs are free to focus on engagement and coordination and can work across service provider jurisdictions helping agencies with different responsibilities and agendas work together towards common goals around community safety.

*“The CEPO really helped us communicate with other services which was a big bonus because our health promotion efforts are far more effective when we work with partners like the police and school. As the CEPO engaged with all the services, he would share information and let us know what everyone was up to and where we could work better together.”* (Service provider: Lajamanu)

- The CEPO also acts as a community resource – someone who is capable of bringing the parts of a safety plan together, facilitating meetings and taking the pressure off other service providers and the OIC who have other pressing priorities other than designing and implementing community safety initiatives.
- In some communities like Lajamanu the health clinic reported that the CEPO had improved relations and cooperation between the health clinic and the police and the health clinic and the school. In Maningrida the Child Safety and Wellbeing service provider felt that the loss of the CEPO had been devastating in terms of reducing their ability to engage with the police and implement early intervention activities. This participant spoke about the CEPO’s talent for engaging and providing positive role modelling to young people exhibiting serious sexualised behaviour.
- Similarly, the School Counsellor at the Maningrida School reported she had a case load of around 300 children and young people. She estimated that the CEPO had helped her to support and mentor around 150 of these clients. For example, if a young person was exhibiting serious sexualised behaviour, involved in break-ins, substance abuse or bullying - the CEPO would attend conferencing in full uniform and emphasise the criminal consequences of such actions. This had a “...massive impact on young men and boys who were greatly influenced by a strong male role model who struck a wonderful balance between being assertive and authoritarian on the one hand, and being a gentle giant on the other.” (Service Provider: Maningrida). It is difficult to put a monetary value on such activities, but if they prevented one rape or one case of child abuse in Maningrida - then the program has already more than paid for itself.
- In Wadeye, service providers reported that the female CEPO had helped many young women escape violence and in one case prevented a suicide.
- Relationships between the CEPO and the Night Patrols varied by community. In some communities notably Umbakumba on Groote Eylandt, Maningrida and to a lesser extent Lajamanu there was a close relationship between the Night Patrol and the CEPO. In these locations the CEPO would sometimes mentor staff, provide refresher training, develop a Memorandum of Understanding (MOU) to foster increased cooperation with the police and occasionally go out on joint patrols. For example, Umbakumba has just signed a MOU to work closer with the police, swap information, training and mentoring in a two

way agreement. This involves the Night Patrol teaching the police about their community and effective community engagement and the police mentoring the Night Patrol on assessing situations, when to call the police and when to step in themselves as well as operating safely and effectively within the law. In this case the CEPO has been instrumental in working with the Umbakumba Night Patrol and improving relations with the police to a point where signing a MOU was possible.

- In other communities like Wadeye there was little evidence of any interaction between the CEPO and the Night Patrol. Some participants felt the Night Patrol in Wadeye was little more than a taxi service and the general attitude of police towards the Night Patrol seemed ambivalent. There have also been issues with the Night Patrol members not wanting to patrol in certain areas around Wadeye due to family conflict. The Night Patrol itself would like to have more interaction with the police as they see them as strengthening their position in the community and increasing patroller's personal safety. In Lajamanu the OIC actively stopped the CEPO from engaging with the Night Patrol as he saw it as being a general duties role.

The ability to work with all service providers and overcoming the silo mentality so common in remote communities - is a key strength of the CEPO program. More work needs to be done on strengthening relationships so when key personnel leave new staff can come in and build on these successful partnerships rather than having to start from scratch. Interactions with service providers such as referrals, assistance with engaging their client groups and working in partnership to enhance service provision need to be captured in CEPO reporting so that the full value of the program to its partners can be measured (for more details see section 5.9. Framework for future monitoring, evaluation and reporting).

There may also be a case for other service providers providing funding to support the CEPO program if it can be demonstrated that they are significantly assisting the functions and operations of the service provider's business, for example, in the case of CEPOs helping to increase school attendance.

These measures need to be captured by the CEPO at the point of assistance as macro measures such as school's attendance data on the MySchools website may not always capture the efforts of the CEPO is making in this regard.

The OIC should be closely involved in managing relations with service providers as the OIC directs police priorities 'on the ground' in each community. In the absence of the CEPO, the OIC needs to provide consistent police presence at service provider meetings.

## 5.5. Contribution to improved social norms or behaviours which impact on safety?

This section explores if CEPOs contributed to improved social norms or behaviours which impact on safety, for example increased school attendance or reduced alcohol consumption.

### Conclusions

- Most felt that the CEPOs had contributed to improved safe behaviour, especially increased school attendance. For all communities that hosted a CEPO, around three quarters (69%) said that this happened either often or very often. Proportions were much lower in Galiwinku with just over a tenth (13%) feeling the police had *helped improve safe behaviour*.
- In answering this question, participants were overwhelmingly referring to more kids going to school. CEPOs efforts in this area probably had the biggest impact out of all their activities across all communities.
- A trusted uniformed police presence often working in partnership with teachers, elders and truancy officers was a very effective way of motivating children to get on the school bus or into the police vehicle. However, there were difficulties in sustaining this increased attendance if the CEPO discontinued their efforts in this area.
- An analysis of school attendance and enrolment data (see Appendix F) based on information collated from the MySchool website does not show any generalised increases across all CEPO communities, but it does show increases in some communities. For example, in Lajamanu, there was a marked increase in attendance after the introduction of a CEPO and in Wadeye there were rises in attendance and enrolments in 2011 and falls in 2012. These correlate with the CEPOs efforts in this area. In addition, rises in attendance also occurred in Maningrida. The only communities that experienced an increase in enrolments were Papunya and as aforementioned possibly Wadeye in 2011.
- Other behaviours such as safe driving, inviting CEPOs to attend all important ceremonial events (a sure sign of increased police acceptance by community power brokers), participation in structured recreational activities may also have improved, at least in the short-term through the CEPOs work.

### Recommendations

13. Determine which behaviours to target in each community (which will in turn inform which activities should be prioritised). Police should make their first point of reference the Local Implementation Plans and Community Safety Plans.
14. Changes in school attendance or increased participation in structured recreational activities should be regarded as legitimate evidence of changes in behaviour and social norms. These need to be recorded so the effectiveness of community policing activities on changing social norms can be determined.

### 5.5.1. Detailed findings

All participants were asked: Do you think that the CEPO has helped improve safe behaviour like better school attendance or less grog/or gunja smoking/petrol sniffing?

The results are presented below:

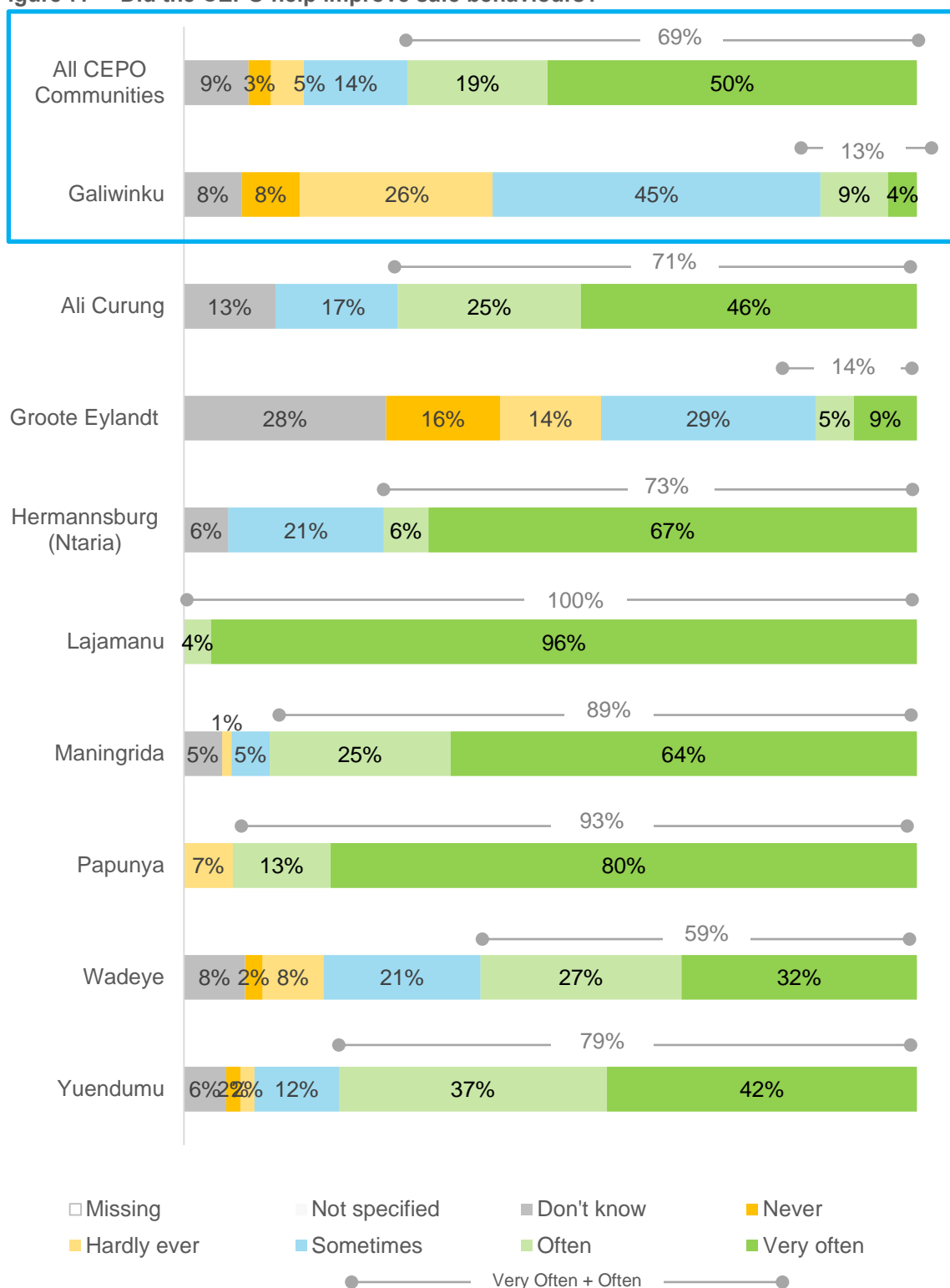
- For all communities that hosted a CEPO, around three quarters (69%) said that this happened either often or very often.
- Participants in the comparator community Galiwinku were asked about the extent to which the police had helped improve safe behaviour like better school attendance or less grog, /or gunja smoking/petrol sniffing over the last two years. Proportions were much lower with just over a tenth (13%) of participants indicating that this had happened either often or very often.

For the individual communities that hosted a CEPO:

- A greater proportion of participants from the Lajamanu (100%), Papunya (93%), and Maningrida (89%) communities felt that the CEPO had helped improve safe behaviour either often or very often.
- Around three quarters of participants from Yuendumu (79%), Hermannsburg (73%) and Ali Curung (71%) and three-fifths from Wadeye (59%) felt the CEPOs had done this either often or very often.
- Lower proportions of just over a tenth from Groote Eylandt (14%) said that CEPOs had done this either often or very often. Again there was a reasonable proportion of participants from Groote Eylandt that responded 'Don't know'; this may have impacted the proportion who said often or very often.

Figure 7 illustrates these results.

**Figure 7: Did the CEPO help improve safe behaviours?**



Lajamanu n= 54  
Yuendumu n= 52  
Galiwinku n= 76

Ali Curung n=24  
Groote Eylandt n= 58  
All CEPO Communities n=397

Hermannsburg (Ntaria) n=33  
Maningrida n= 77

Papunya n=15  
Wadeye n= 84

Q5: Over the last 2 years do you think the police have helped (Galiwinku only)/Do you think that the Community Engagement Police Officer (CEPO) has helped... Improve safe behaviour like more kids going to school or less grog/gunja smoking/petrol sniffing?

There were some indications that the CEPOs were encouraging behaviours consistent with positive social norms, especially in relation to increased school attendance. In answering this question, participants were overwhelmingly referring to more kids going to school. CEPOs efforts in this area probably had the biggest impact out of all their activities across all communities.

A trusted uniformed police presence often working in partnership with teachers, elders and truancy officers was a very effective way of motivating children to get on the school bus or into the police vehicle.

*“The CEPO was far more effective than the School Enrolment and Attendance Measure (SEAM) program because they were place-based, an ‘on the ground’ trusted presence, relationship based, consistent and proactive.”*

However, there were difficulties in sustaining this increased attendance if the CEPO discontinued their efforts in this area. In Wadeye it was felt that the CEPO had been doing a fantastic job of getting children to school before she was rostered onto general duties work full time from September 2012 after a violent death in the community. After that there was a feeling that the CEPO had “abandoned the kids” and school attendance went backwards according to school representatives and other service providers.

Other behaviours such as safe driving, inviting CEPOs to attend all important ceremonial events (a sure sign of increased police acceptance by community power brokers), participation in structured recreational activities may also have improved, at least in the short-term through the CEPOs work.

Some specific examples of CEPOs include:

- Ali Curung – a sign of success according to the CEPO was the increase in inquiries about driving licenses and the increased number of local people willing to share information about various offences (Jones M 2012).
- Maningrida – school attendance went from an average of 38% in September 2011 to an average of around 58% in February 2012. Although other factors like the wet season/dry season pattern of school attendance were also at play (i.e. more people tend to leave communities in the dry season so school attendance drops, the reverse happens in the wet season) over this period the CEPO still “...contributed somewhat to the increase in school attendance” (Boja 2012).
- Wadeye – where the school and other service providers reported that the CEPO was consistently bringing in an extra 30-40 kids to school through her own efforts in the police troopie.
- Lajamanu – school attendance more than doubled between the September 2010 and September 2011 dry seasons rising from 29% to 70%. The figures for the wet season were also impressive with school attendance between February 2011 and February 2012 rising from 41% to 60%. Many community members and service providers in Lajamanu happily remembered the CEPO driving around the community in the school bus rounding up children with the help of a Megaphone. He would often call out: “Good morning it’s a beautiful day in Lajamanu...It’s time to get up and go to school. Come on...come on...there’s a beautiful hot breakfast waiting for you!” The school reports that the CEPO would regularly round up an extra 20-30 kids in the morning from a truancy run after having completed the normal bus run three times around the community. The three bus runs were known as early bus, on-time bus and late bus!
- An analysis of school attendance and enrolment data (see Appendix F) based on information collated from the MySchool website does not show any generalised increases across all CEPO communities, but it does show increases in some communities. For

example, in Lajamanu, there was a marked increase in attendance after the introduction of CEPO and in Wadeye there were rises in attendance and enrolments in 2011 and falls in 2012. These correlate with the CEPOs efforts in this area. In addition, rises in attendance also occurred in Maningrida during the time the CEPO was stationed there. The only communities that experienced an increase in enrolments were Papunya and as aforementioned possibly Wadeye in 2011. These findings support the anecdotal evidence presented above.

- Lajamanu – more young people wearing helmets when riding quad bikes. Not wearing helmets when riding quad bikes was seen as a significant safety problem in Lajamanu before the CEPO was stationed there. Community members and service providers saw the success of this initiative as being a direct result of the CEPOs education efforts in this area as well as positive role modelling as the CEPO always wore a helmet when riding his bike. Also in Lajamanu - more people attending CDEP pre-employment training, anti-bullying classes at school in responses to school bullying and fighting - fire education workshops in response to an epidemic of fire setting.
- Yuendumu – a major breakthrough reported by the CEPO was being invited to sorry business at South Camp, which had been very anti-police. In his report, Jones P (2012) writes that in his first few months the elders on both sides just considered him another policeman, but ‘by being persistent and staying in the community over six months, both sides have accepted that the CEPO is here to help’. This underscores the importance of CEPOs being posted to communities for the long term.
- Opportunities for women and girls where there were female CEPOs - for example, at Papunya, field trips with older women, and the Vamp TV involving middle year female students who ‘thus far had not been encouraged to participate in any of the music or band programs in the community’ (Hamilton 2013). Also in Papunya, the CEPO had researched and found a safe sex education program for young women that had been “...designed and approved by the Indigenous grandmothers of Central Australia”. Having undertaken the training, she delivers it to female students and because the subject matter is culturally sensitive she is actively seeking a male instructor (Hamilton 2013). At Wadeye, the CEPO was involved in the AFL women’s carnival and under 16 girls AFL team as well as the women’s softball competition (Anderson 2013). At the two Indigenous communities on Groote Eylandt, the CEPO was involved in the women’s group, a girls’ camp and assisted women to obtain their driving licences.
- In some communities it was reported that local women were afraid to approach the police station regarding drivers licencing unless a CEPO or ACPO was present.

It should be noted that lots of education/information sessions often happened opportunistically when the CEPO was interacting with community members in other ways.

In relation to road safety:

*“Road safety education and enforcement activities are discussed and practiced on our journey to school each morning in a fun and friendly way both when we are on foot or when we are travelling in the police car.” (CEPO: Papunya)*

In relation to family violence:

*“Due to the relaxed nature at the meal time after the main learning activities everyone sits around and we talk about community life and peoples relationships not only to each other but to the land and kinship who we care for and why it is important to uphold the culture and traditions toward those relationships.” (CEPO: Papunya)*

Community priorities in relation to behaviour change are recorded in Local Implementation Plans and Community Safety Plans. These should be the first points of call for police in determining



which behaviours to target in each community and this will in turn inform which activities should be prioritised.

There is also a clear need for CEPOs and OICs to work with service providers to capture changes in behaviour resulting from police community engagement activities. For example, changes in school attendance or increased participation in structured recreational activities need to be recorded so the effectiveness of community engagement activities on changing social norms can be determined.

## 5.6. Contribution to prevention of youth and other groups contact with the Criminal Justice System?

This section explores if CEPOs helped to reduce youth and other group's initial or further contact with the Criminal Justice System.

### Conclusions

- Over half of the participants in CEPO hosted communities did feel that CEPOs helped to reduce youth (53%) and to a lesser extent adult (40%) contact with the Criminal Justice System either often or very often. Much lower proportions of participants in Galiwinku felt the police were helping to do this (10% and 7% respectively).
- A focus on young people explains why many participants felt that CEPOs were more effective in helping young people rather than adults stay out of trouble with the police. CEPO activities perceived to help reduce initial contact and prevent further contact with the Criminal Justice System included:
  - Taking children to school.
  - Providing positive role modelling, mentoring and healthy life style messages and education.
  - Ensuring young people were aware of their responsibilities and possible criminal consequences of making poor choices.
  - Participating in sports and recreational activities with youth. For example the CEPO in Maningrida would take children out camping over the weekend every fortnight when permitted alcohol was brought in to the community.

### Recommendations

37. The community engagement model should be acknowledged as a legitimate means of reducing contact with the criminal justice system. The following activities should be given priority:
  - Increasing school attendance.
  - Providing positive role modelling/mentoring.
  - Ensuring people are aware of their responsibilities and possible criminal consequences of making poor choices.
  - Increasing community member participation in structured sporting and recreational activities.
16. CEPOs should work in close partnership with Local Reference Groups or Local Tribal Councils to identify issues, determine priorities and formulate strategies for minimising contact with the criminal justice system.

### 5.6.1. Detailed findings

This question was asked in two parts – one addressing youth and other adults.

First, all participants were asked: *Do you think that the CEPO has helped less **young ones** get in trouble with the police?*

The results are presented below:

- For all communities that hosted a CEPO, just over half (53%) said that this happened either often or very often.
- Participants in the comparator community Galiwinku were asked if the police had helped less young ones get in trouble with the police over the last two years. Proportions were much lower with a tenth (10%) of participants feeling this had happened either often or very often.

For the individual communities that hosted a CEPO:

- Around three quarters of participants from Lajamanu (78%), Hermannsburg (72%) and Maningrida (70%) felt that the CEPOs had helped less young ones get in trouble with the police.
- Over half of participants from Yuendumu (56%) and Wadeye (55%) felt the CEPO did this either often or very often.
- A lower proportion of participants from Ali Curung (37%), Papunya (14%), and Groote Eylandt (10%) felt the CEPOs did this either often or very often. Again, there was a reasonable proportion of participants from Groote Eylandt that said 'Don't know'; this may have impacted the proportion who said often or very often.

Secondly, all participants were asked: *Do you think that the CEPO has helped less **adults** get in trouble with the police?*

The results are presented below:

- For all communities that hosted a CEPO, two-fifths (40%) said that this happened either often or very often.
- Participants in the comparator community Galiwinku were asked if the police had helped less adults get in trouble with the police over the last two years. Proportions were much lower with just under a tenth (7%) indicating that this had happened either often or very often.

For the individual communities that hosted a CEPO:

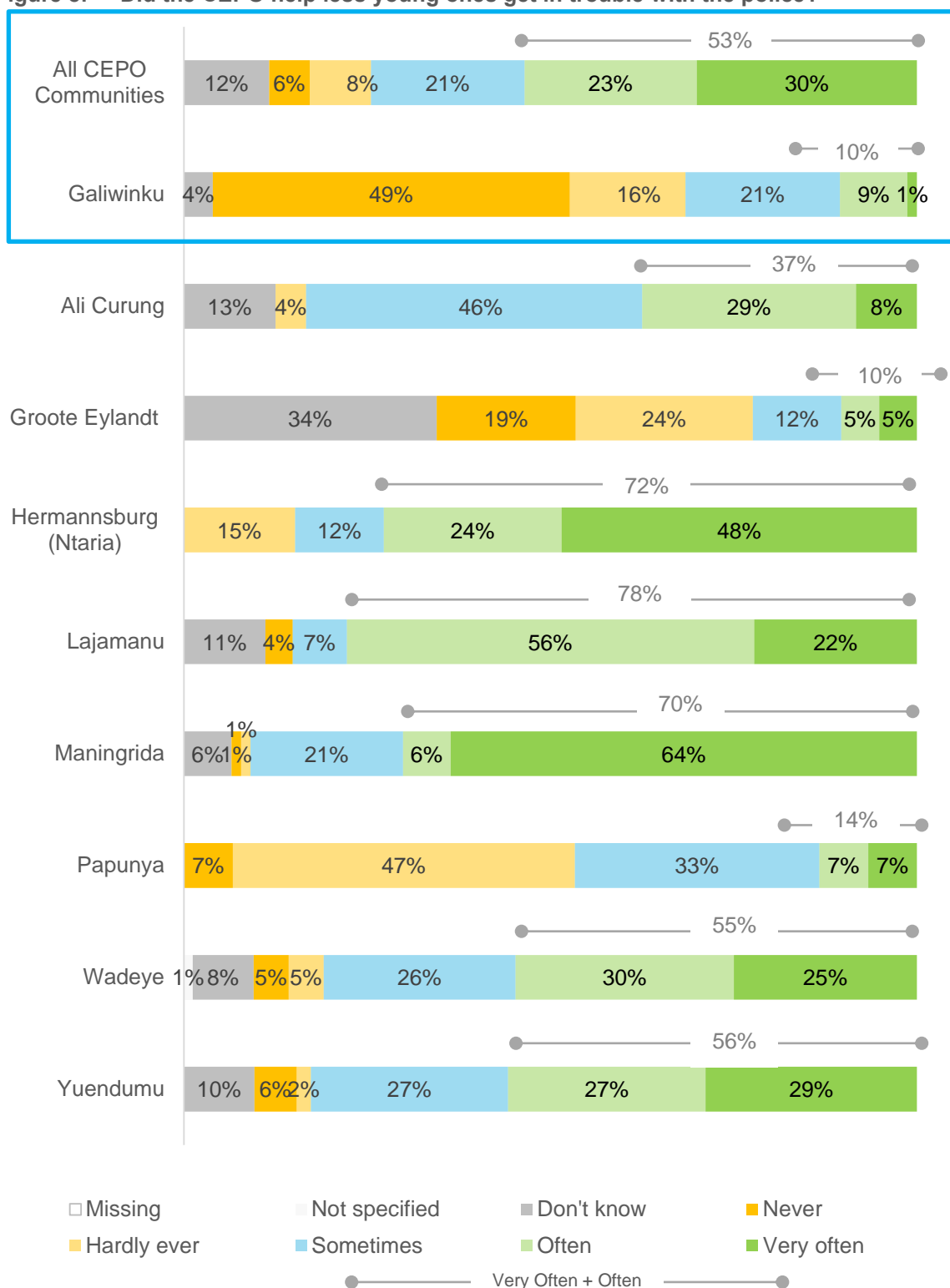
- Over half of participants from Hermannsburg (66%), Maningrida (58%) and Lajamanu (51%) felt that the CEPOs had helped less adults get in trouble with the police.
- Around a third of participants from Yuendumu (40%), Ali Curung (38%), and Wadeye (32%) said this happened either often or very often.
- Around a tenth of participants from Papunya (13%), and Groote Eylandt (7%) said that CEPOs had helped decrease adult contact with the Criminal Justice System either often or very often.

It should be noted that a relatively high proportion of participants from Groote Eylandt and Wadeye said that they didn't know; this may have impacted the proportion who said often or very often.

Figure 8 and figure 9 illustrate these results.



**Figure 8: Did the CEPO help less young ones get in trouble with the police?**



Lajamanu n= 54  
Yuendumu n= 52  
Galiwinku n= 76

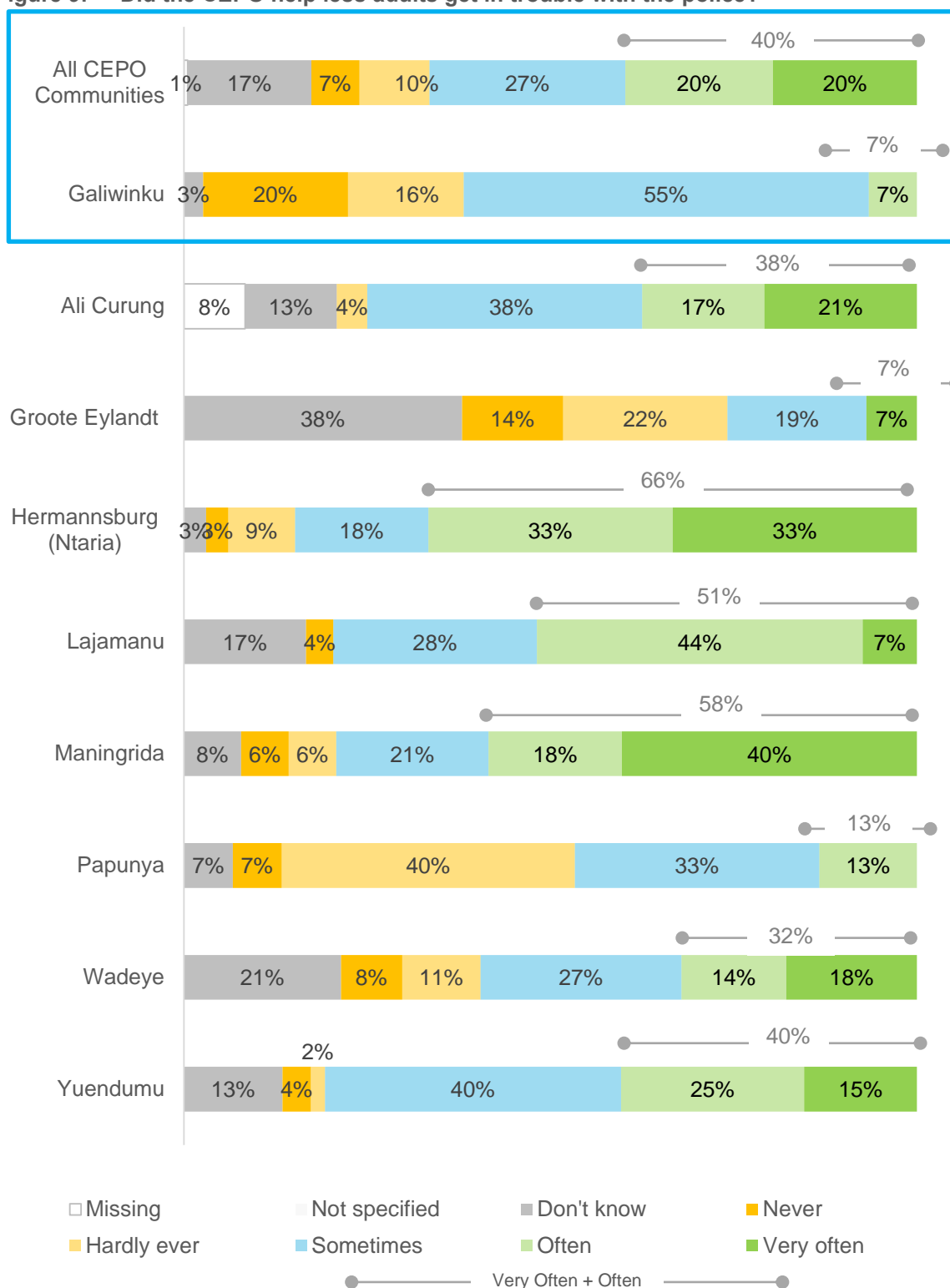
Ali Curung n=24  
Groote Eylandt n= 58  
All CEPO Communities n=397

Hermannsburg (Ntaria) n=33  
Maningrida n= 77

Papunya n=15  
Wadeye n= 84

Q7: Over the last 2 years do you think the police have helped (Galiwinku only)/Do you think that the Community Engagement Police Officer (CEPO) has helped ... Less young ones get in trouble with the police?

**Figure 9: Did the CEPO help less adults get in trouble with the police?**



Lajamanu n= 54  
Yuendumu n= 52  
Galiwinku n= 76

Ali Curung n=24  
Groote Eylandt n= 58  
All CEPO Communities n=397

Hermannsburg (Ntaria) n=33  
Maningrida n= 77

Papunya n=15  
Wadeye n= 84

Q8: Over the last 2 years do you think the police have helped (Galiwinku only)/Do you think that the Community Engagement Police Officer (CEPO) has helped ... Less adults get in trouble with the police?

Most community members and service providers felt that the CEPOs were effective at helping young people stay out of trouble with the police.

A focus on young people explains why many participants felt that CEPOs were more effective in helping young people rather than adults stay out of trouble with the police. CEPO activities perceived to help reduce initial contact and prevent further contact with the Criminal Justice System included:

- Taking children to school.
- Providing positive role modelling, mentoring and healthy life style messages and education.
- Ensuring young people were aware of their responsibilities and possible criminal consequences of making poor choices.
- Participating in sports and recreational activities with youth. For example the CEPO in Maningrida would take children out camping over the weekend, every fortnight when permitted alcohol was brought in to the community.

The key strategy employed across all locations was to ensure children were in school and were provided with activities to help keep young people out of trouble. For example, the CEPO in Wadeye would round up non-attending children and take them to school and then would engage in sports activities in the afternoon and discos or movie nights in the evenings.

There was little evidence of any diversionary activities being undertaken according to CEPO reported activities – four cases in total were recorded by CEPOs across all locations. However, the following example indicates how CEPO activities have been chronically underreported and are open to misinterpretation. While the CEPO records only show one instance of a diversionary activity in Hermannsburg (Ntaria), the activity itself (painting the community hall) originally planned to use five diversion participants, but grew to 11 when other young volunteers found out and wanted to become involved. *“The project aimed to give youth in a diversion program a sense of worth by contributing positively in the community and being that the hall was used by youth in sports and recreation activity it was hoped to create a sense of ownership. It is unknown how long the building had the graffiti on it but at this time it remains graffiti free making the project successful.”* (Valladares M 2012)

It should also be noted some communities like Lajamanu and Papunya are perceived to have very little juvenile crime while other such as Angurugu on Groote Eylandt, Wadeye and Yuendumu are perceived significant amounts.

To give some further context, the reasons for Indigenous criminal behaviour are varied, complex and dependant on many inter-related factors that are often outside the influence of the police. They cannot be solved by any one program or initiative but need holistic, whole-of-government, community-driven responses in the areas of education, housing, health and employment. In addition, criminal activity, especially amongst adults is often closely related to the availability of grog<sup>8</sup> or gunja coming into a community or payments being disbursed or withheld. Youth criminal

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<sup>8</sup> In this and previous research projects, CBSR researchers have been informed that when there is gunja in the community, things tend to be a lot quieter. Problems usually occur when somebody doesn't have enough money to buy it or when the supply to the community is cut and people undergo withdrawal symptoms. This can lead to increases in domestic and family fighting as people become more cranky and irritable. Grog problems tend to be intermittent hitting the community in waves and causing sporadic outbursts of violence that sometimes becomes more



activity is often associated with not going to school. Issues like drink driving and domestic violence have little to do with how community members feel about the police and there is little that a CEPO can do to sustainably address these issues in the short term. However many participants felt that positive role modelling, substance abuse and respectful relationship education and positive police interaction with young people could have longer term benefits. For example, it is likely that children who experience positive interactions with police growing up are more likely to sustain positive relationships with the police as young adults and adults.

One CEPO remarked: *“It is questionable how much behaviour change can be expected by programs like Bullying in Schools and Smart Sparx [fire safety], but they do have the clear and identifiable benefit of allowing children to interact closely with a police officer in an environment where police are not arresting a relative.”* (CEPO)

In terms of learnings for the future, the CEPOs can help reduce contact with the criminal justice system by focussing on activities that increase school attendance, provide positive role modelling/mentoring, ensuring people are aware of their responsibilities and possible criminal consequences of making poor choices and increasing community member participation in structured sporting and recreational activities. In addition, as highlighted earlier, it is crucial to work in close partnership with Local Reference Groups or Local Tribal Councils to identify issues, determine priorities and formulate strategies for minimising contact with the criminal justice system.

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generalised. In Yuendumu the CEPO would drive over beer cans and squash them as he spotted them to let people know he was aware of what was going on and was monitoring the situation closely.

## 5.7. Contribution to improvements in information available to police?

This section explores if CEPOs helped improve information available to police, including increases in reporting crime and crime by specific type, for example more reporting of sensitive crimes like domestic and family violence, sexual assault or child abuse.

### Conclusions

- Most participants in CEPO hosted communities did feel that CEPOs helped people feel more comfortable telling the police about crimes (64%) and to a lesser extent telling the police about more sensitive crimes (40%) either often or very often. Much lower proportions of participants in Galiwinku felt the police were helping people feel more comfortable doing this (8% and 6% respectively).
- Most felt improved information being given to police was due to the improved relations with the police through the CEPO. Stronger relations with the CEPO brought about a greater level of trust which then resulted in people feeling more confident in passing information on to the police, particularly through the CEPO. In a number of communities we heard that people would ring the police station and ask for the CEPO by name when reporting criminal activity.
- CBSR examined police incident data to see if it showed any trends in arrest rates or other activities that would suggest that the CEPOs were having an impact on these statistics. Please refer to Appendix C Analysis of police incident data for more details. In summary, apart from an expected increase in proactive policing incidents such as attendance at community meetings or community events in the first six months of 2012 and a slight rise in 'breaches of domestic violence orders' in Maningrida and Wadeye - no discernible trends were apparent. The noted rise in 'breaches of domestic violence orders' in Wadeye in particular is consistent with the qualitative research which found that the police, community members and service providers in Wadeye felt that women in particular found it easier to speak to another women (the CEPO) about sensitive issues like family violence and sexual assault.
- From a policing perspective, CEPOs became excellent conduits for facilitating community intelligence sharing. For example, one of the first tasks that a CEPO was supposed to do was to undertake a 'scan' of the local community and summarise their findings.
- Most participants in Yuendumu felt that the CEPO had helped to change the types of crimes being reported to police; in particular the reporting of gunja and grog activity occurring in the community.
- Many examples were provided by the police and service providers of community members calling in to report potential crimes but only wanting to report this information to the CEPO and asking for them by name.

### Recommendations

17. Any criminal intelligence provided by CEPOs should be recorded as well as any requests by community members to speak to CEPOs about crime and crime prevention.

### 5.7.1. Detailed findings

This question was asked in two parts, the first asking about increases in reported crime and the other asking about increases in reported crime by specific type. All participants were asked: *Do you think that the CEPO has helped people feel more comfortable telling the police about crimes?*

The results are presented below:

- For all communities that hosted a CEPO, nearly two-thirds (64%) felt this had happened either often or very often.
- Participants in the comparator community Galiwinku were asked if the police had helped people feel more comfortable telling the police about crimes over the last two years. Proportions were much lower with just under a tenth (8%) of participants feeling that this had happened either often or very often.

For the individual communities that hosted a CEPO:

- A greater proportion of participants, nine out of ten from Lajamanu (89%) and eight out of ten from Maningrida (80%) felt the CEPO had helped people feel more comfortable telling the police about crimes either often or very often.
- Around three quarters of participants from Wadeye (76%) and Hermannsburg (76%), and over half from Ali Curung (62%), and Yuendumu (54%), said this happened either often or very often.
- A lower proportion of participants from Papunya (27%), and Groote Eylandt (14%) felt that this had happened often or very often. Almost half of the participants from Groote Eylandt said that they didn't know and this may have impacted the proportion who said often or very often.

All participants were also asked: *Do you think that the CEPO has helped people feel more comfortable telling the police about crimes like family violence, break-ins, drugs and assault?* The results are presented below:

- For all communities that hosted a CEPO, just under half (48%) felt this had happened either often or very often.
- Participants in the comparator community Galiwinku were asked if the police had helped people feel more comfortable telling the police about crimes like family violence, break-ins, drugs and assault over the last two years. Proportions were much lower with just under a tenth (6%) feeling that this had happened either often or very often.

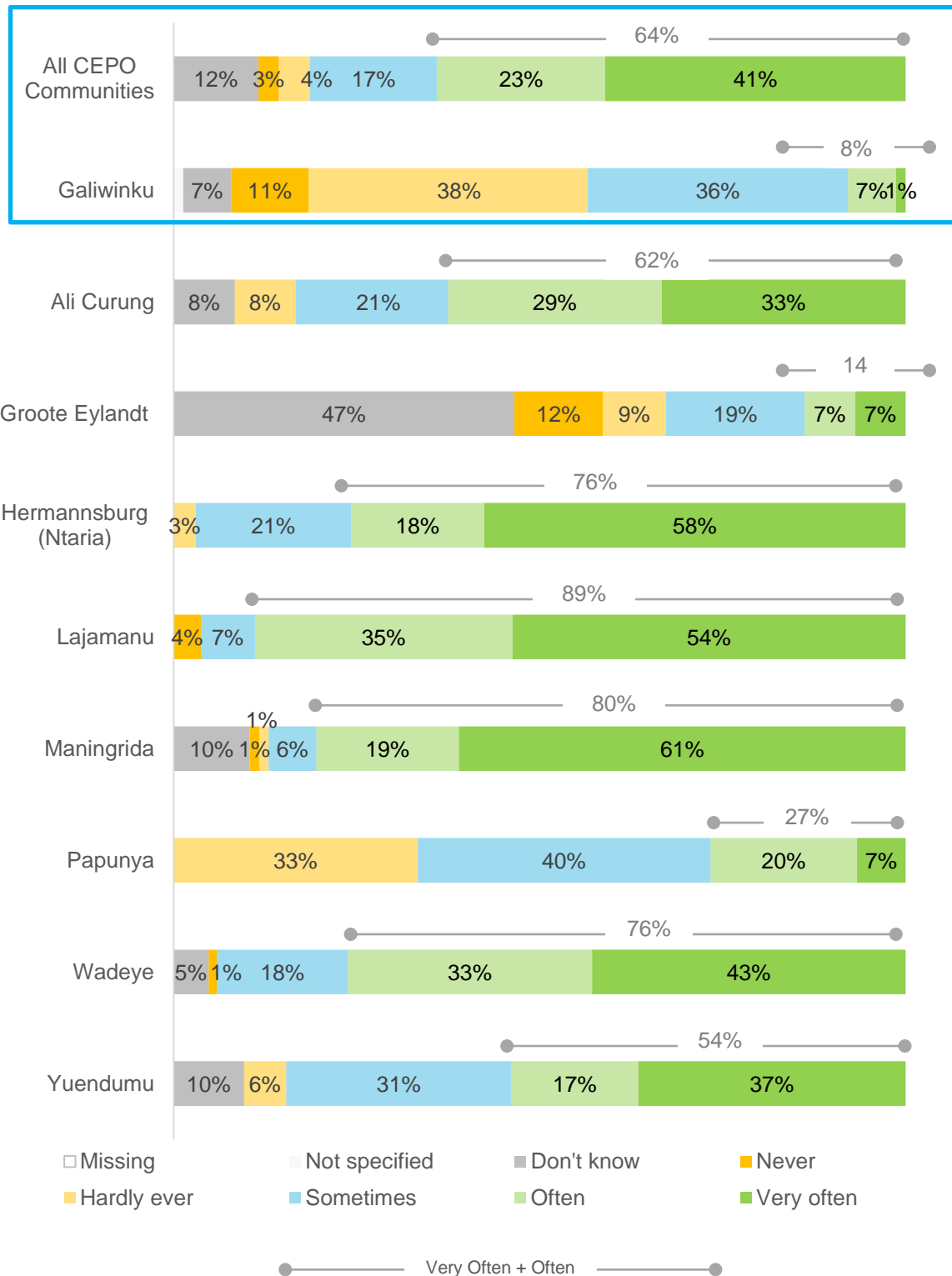
For the individual communities that hosted a CEPO:

- Around three quarters in Hermannsburg (73%), and two thirds in Maningrida (67%), felt the CEPO had helped people feel more comfortable telling the police about crimes like family violence, break-ins, drugs and assault either often or very often.
- Over half of participants from Wadeye (63%), Yuendumu (60%), and Ali Curung (54%) said this happened either often or very often.
- A lower proportion of participants from Lajamanu (22%) and Papunya (20%), and a very small proportion from Groote Eylandt (6%) felt that this had happened often or very often. Again, it is important to recognise that around a quarter of participants from Lajamanu (35%), and over half from Groote Eylandt (57%) said that they didn't know and this may have impacted on the proportion who said often or very often. This may also reflect a

perception that people are more uncertain if the CEPOs are encouraging people to tell police about these more sensitive crimes.

Figure 11 and Figure 10 illustrate these results illustrates these results.

**Figure 10: Did the CEPO help people feel more comfortable telling the police about crimes?**



Lajamanu n= 54  
Yuendumu n= 52  
Galiwinku n= 76

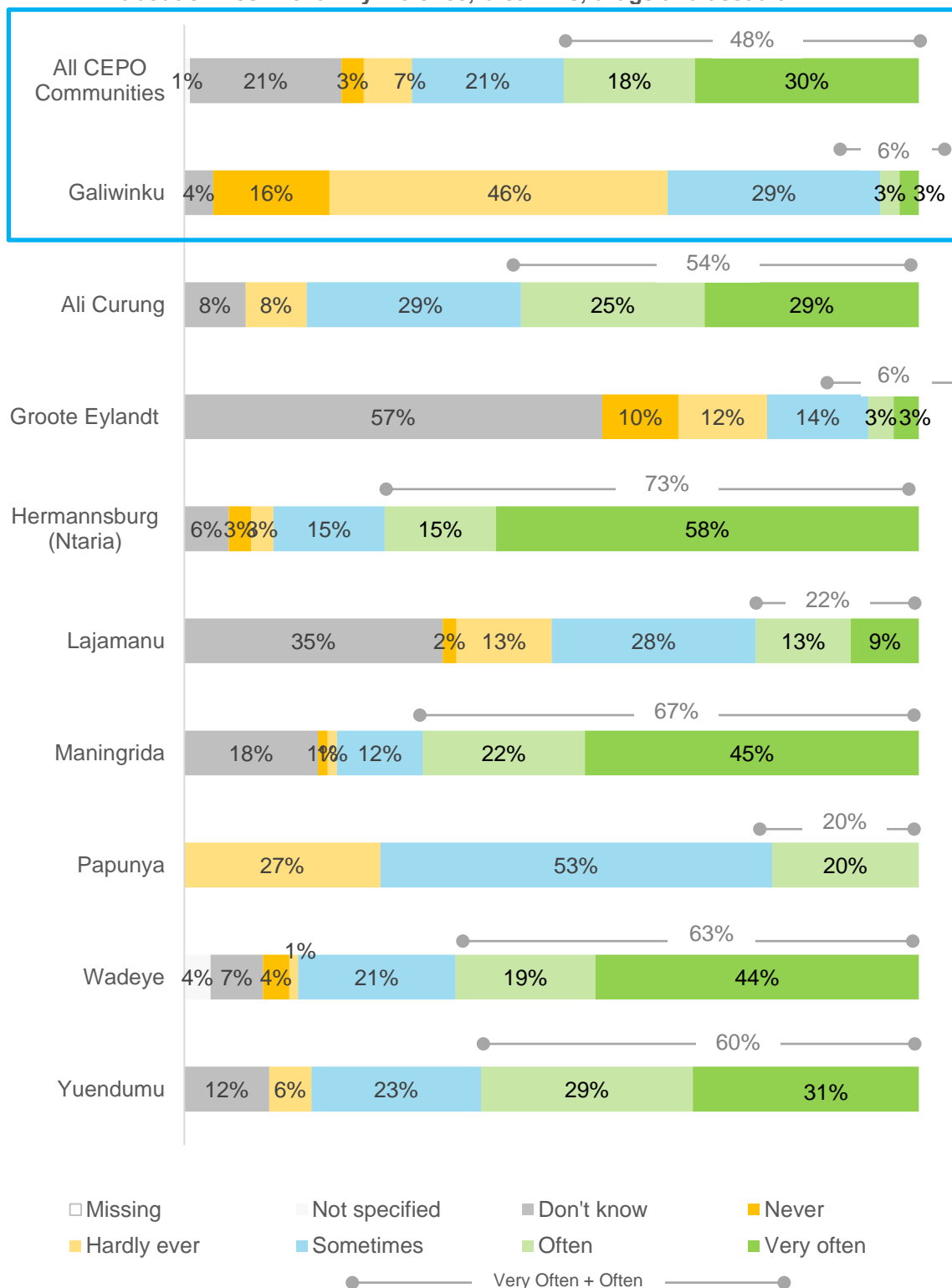
Ali Curung n=24  
Groote Eylandt n= 58  
All CEPO Communities n=397

Hermannsburg (Ntaria) n=33  
Maningrida n= 77

Papunya n=15  
Wadeye n= 84

Q9: Over the last 2 years do you think the police have helped (Galiwinku only)/Do you think that the Community Engagement Police Officer (CEPO) has helped ... People feel more comfortable telling the police about crimes?

**Figure 11: Did the CEPO help people feel more comfortable telling the police about crimes like family violence, break-ins, drugs and assault?**



Lajamanu n= 54    Ali Curung n=24    Hermannsburg (Ntaria) n=33    Papunya n=15    Galiwinku n= 76  
 Yuendumu n= 52    Groote Eylandt n= 58    Maningrida n= 77    Wadeye n= 84    All CEPO Communities n=397  
 Q10: Over the last 2 years do you think the police have helped (Galiwinku only)/Do you think that the Community Engagement Police Officer (CEPO) has helped ... People feel more comfortable telling them about crimes like family violence, break-ins, drugs and assault?

Most community members and service providers felt that the CEPOs improved the information being given to police. This was due to the improved relations with the police through the CEPO. Stronger relations with the CEPO brought about a greater level of trust which then resulted in people feeling more confident in passing information on to the police, particularly through the CEPO. In a number of communities we heard that people would ring the police station and ask for the CEPO by name when reporting criminal activity.

CBSR examined police incident data to see if it showed any trends in arrest rates or other activities that would suggest that the CEPOs were having an impact on these statistics. Please refer to Appendix C Analysis of police incident data for more details. In summary, apart from an expected increase in proactive policing incidents such as attendance at community meetings or events in the first six months of 2012 and a slight rise in 'breaches of domestic violence orders' in Maningrida and Wadeye – no discernible trends were apparent.

However, anecdotal evidence suggests that the CEPOs routinely gathered and passed on community information or intelligence through their work or involvement in various activities and initiatives. From a policing perspective, CEPOs have been excellent conduits for facilitating community intelligence sharing. For example, one of the first tasks that a CEPO was supposed to do was to undertake a 'scan' of the local community (or in the case of Groote Eylandt, of two communities) and summarise their findings<sup>9</sup>. In the Yuendumu CEPO report, the community scan is described as identifying all stakeholders and as a report that can be used by police and other key partners. Part of the community scanning involved identification of key areas or groups of concern, and in one of the CEPO reports there is an explicit list of issues. For example, the report describes concerns around school attendance, 'gunja', underage sex and children watching pornography, all of which it is argued to contribute to unsafe behaviours and environments.

- Other examples of intelligence gathering are as follows:
  - The noted rise in 'breaches of domestic violence orders' in Wadeye in particular is consistent with the qualitative research which found that the police, community members and service providers in Wadeye felt that women in particular found it easier to speak to another woman (the CEPO) about sensitive issues like family violence and sexual assault.
  - Most participants in Yuendumu felt that the CEPO had helped to change the types of crimes being reported to police; in particular the reporting of gunja and grog activity occurring in the community.

*"[Back in] 2009 no-one spoke about who's going to be their counsellor. 2010 when fights started, it was a big huge job. People had no time to talk. Now Paul (CEPO), he has time to talk to these people. People knew he's okay, we can talk to him. We didn't really know what job he was doing, they knew him because he was laid open, really making friends and good relations."*

(Service provider: Yuendumu)

- Many examples were provided by the police and service providers of community members calling in to report potential crimes but only wanting to report this information to the CEPO and asking for them by name. On the down side, this could also indicate that trust has only been developed between the community and the CEPO, and not the community and other police. This underscores the importance of CEPOs ensuring their community engagement activities pay dividends to general duties officers by including them in activities such as tours of police stations and in recreational events like discos, movie nights, and sports activities.

<sup>9</sup> It should be noted that CEPOs often provided information on local 'dynamics', which was passed to the Officer in Charge at the local station but not necessarily captured in formal intelligence reports.



- Anderson (2012) describes the work of Holly-Ann Martin of Safe 4 Kids and how information elicited from young people about places and behaviours was passed on to police and the Night Patrol, and helped indicate where street lighting should go.
- In the Groote Eylandt CEPO report, working with the Women's Group at Angurugu is reported as meeting one of the aims of the Northern Territory Police Business Plan 2011-12 - to target high volume crime - because information gained from the women about what was happening in the community was passed on. Also on Groote Eylandt, police mentioned that many crimes that would usually go unreported, particularly in relation to property damage were occasionally picked up by the CEPO and the passed onto general duties police during morning muster. A justice service provider on Groote Eylandt also mentioned that they had received several calls from community members who said they did not want to report drug dealing crimes directly to the CEPO but would tell the service provider who could then pass this information on to the CEPO.
- In Maningrida, the CEPO reports having formed close working relationships with the traditional lawmen and working with the 'Bunawarra' Maningrida Tribal Council. As 'ceremonial' movements were reported as masking the movement of 'contraband' (drugs, alcohol) into the community, the CEPO said he worked with the elders by venturing out along ceremonial road closures and that they 'facilitated road blocks'.
- In Lajamanu, the CEPO reported that they worked with the School Liaison Officer to uncover some suspected cases of child abuse. Also in Lajamanu the CEPO reported that community members would often run hypotheticals by them i.e. *"If someone did this what would happen to them? What might the police do? How could this person get out of trouble? What should they do? What would the police do if the person told them what had happened rather than if they heard it from someone else?"* The CEPO felt community members trusted him in this way because they knew he would not pressure them or act without their authority.

In relation to passing on intelligence the CEPO comment below (taken from a CEPO report) was typical.

*"I am able to pass on intelligence about grog running, drinkers and damaged caused through alcohol related behaviour as I am in people's houses/yards every morning and am able to see evidence of the night before, the children and family members that I have daily interaction with pass on information to me in a confident yet confidential way as they know I will act on the information gained to keep them and their children safe."*  
(CEPO)

Given that much of the evidence presented above is anecdotal, there is a need to more effectively capture changes in reported crime resulting from community engagement activities. For example, whenever the CEPOs pass on criminal intelligence to other police this needs to be recorded in PROMIS. Similarly whenever a community member asks for the CEPO by name to report a crime this also needs to be recorded in PROMIS.

It should be noted that community members and service providers were more likely than Police/CEPO/Night Patrol participants to feel that the CEPOs had often or very often made the community feel more comfortable telling the police about crimes and sensitive crimes. This suggests that Police/CEPO/Night Patrol participants may be undervaluing the effectiveness of the CEPO trial in this respect (for more details please see section 12.3. Differences by participant type).

## 5.8. Systemic issues impacting on the effectiveness of the CEPOs trial

This section explores the issues that impacted on the effectiveness of the CEPO trial. Recommended improvements are also outlined.

### Summary of unintended consequences

A number of unintended consequences of the program were identified by participants:

- Originally there was difficulty filling CEPO positions and then later CEPOs were exiting their positions before the trial was complete. The latter situation was often due to uncertainty over whether the trial was going to continue. This often resulted in extended periods of time when there was no CEPO in the trial communities (for more details please refer to Table 6 Days in community below) and could have impacted negatively on the effectiveness of the trial.
- Providing a service that is really valued by community members and then disappointing them by “...taking the CEPO away”. This is the community’s perception when CEPOs are not quickly replaced in locations like Maningrida, Wadeye and Lajamanu. One key stakeholder described this as “...holding a carrot out to communities and then taking it away from them...creating a bubble of expectation...promising the world and delivering nothing [in the long term].” (Key Stakeholder)

*“You are providing people with something they like then withdrawing it. It shows the community what they could have if the police were nice to them. It reminds them of what the police used to be like when they had time to talk and engage. There is currently an unrealistic expectation on overworked general duties officers to do more community engagement but they are weighed down by extra process, report writing and administrative procedures that need to be followed in the risk adverse environment that is NT policing. There are not enough of these ‘bush coppers’ so they are covered by people on three month rotations who are less inclined to build relationships with communities they only have a passing acquaintance with.” (Key stakeholder)*

This situation led to a loss of momentum in community engagement activities, a loss of trust and general frustration at the community level. In some communities like Lajamanu some community members and service providers felt that relations between the community and the police had gone backwards since the departure of the CEPO.

- Resentment by OICs and general duties officers that the CEPOs were focussing on the ‘nice bits of policing, leaving them to do the ‘hard yards’ of responding to emergencies, investigating crimes and arresting people. This reduced the effectiveness of the trial as the CEPOs were not always adequately supported by their colleagues and their work was not always given priority.
- Resentment by CEPOs for being expected to do general duties without being paid the general duties allowance. In the case of the first CEPO on Groote Eylandt who was the only CEPO to be living in the community – the situation was compounded as they lost their travel allowance and were not paid the general duties allowance. This along with a lack of support from colleagues and uncertainty over whether the trial would be extended were some of the key issues that CEPOs felt made their role less attractive.
- Difficulties of one CEPO trying to effectively service three communities on Groote Eylandt i.e. Angurugu, Umbakumba, and Bickerton Island. This led to CEPO being overworked, stressed, unappreciated, and Angurugu community members and service providers feeling neglected.

- A feeling that the role of the CEPOs was not well explained to OICs and officers on the ground despite pre-visits being made to all stations that would host a CEPO and inviting OICs to the original training of the CEPOs (only 2 OICs turned up to this session). This perceived lack of explanation and clarity over the CEPO's role reduced 'buy in' by some OICs and general duties officers and contributed to a lack of support for the CEPOs.

#### 5.8.1. Learnings in relation to implementation issues

##### **Recommendations in relation to implementation issues**

18. Better preparation including training, education and marketing is required prior to deployment for the CEPOs, for communities, for the local station and regional command. The initial training should run for a month rather than 14 days and should include 14 days on the ground working with an experienced CEPO. This longer training period will help new CEPOs feel more comfortable and confident enabling them to 'hit the ground running'.
19. Provide more structure and direction in terms of how to identify areas of need, guidelines on how to engage and sustain community involvement. Former CEPOs could be used as mentors for newly recruited CEPOs. It would be ideal if former CEPOs could accompany new CEPOs to their communities to 'handover the reigns' and ensure existing relationships and good will are built upon. Please note that the new CEPOs are spending time with current CEPOs in the field before being stationed to gain practical skills in the field.
20. Consider if it is feasible to abandon the fly in/fly out or drive in/drive out models and have CEPOs live in their communities permanently. Accommodation will need to be sourced for this to happen. Also consider if longer term postings for police (at least two years) are feasible, but only if 'burn-out' can be avoided.
21. Ensure conditions of service are the same for CEPO and general duties officers to avoid resentment and enhance cooperation. This would be easier if CEPOs shared the same 'living in' community arrangements as permanent general duties officers.
22. Ensure there is a definite career path progression for remote police and CEPOs as well as an exit and handover strategy for departing/new CEPOs.
23. Provide better matching of CEPOs with communities, including more thought to the strength of leadership groups in communities and whether there were strong male and/or female leaders.
24. Also consider more modest expectations as police constables are 'operational in outlook' and can't be expected to do capacity building and fix every problem. Changing social norms is a long term project requiring intergenerational change.

Implementation issues that impacted negatively on the trial were as follows.

### Recruitment and retention of CEPOs

A number of challenges have affected the implementation of the trial and the difficulties in attracting police to fill the CEPO positions. Although the internal review of the trial states that Remote Policing Command actively promoted and advertised positions, there has not been sufficient interest among police to fill the positions. As at 1 March 2013 - CEPOs only remained on Groote Eylandt and Papunya, the latter being on extended leave. Although more recently, towards the end of this evaluation new CEPOs have been recruited for Lajamanu, Maningrida and Wadeye.

The following issues were also identified as hampering recruitment and retention:

- Accommodation - availability of Visiting Office Quarters is sporadic and dependent on whether being used by operational relief personnel.
- Family - CEPOs are away from home for up to 10 out of 14 days, and the time away was cited by one CEPO as a reason for wanting to transfer back to town.
- Conditions of service - although CEPOs do receive a travel allowance they do not receive other allowances that remote general duties police receive.
- A lack of clarity in the role i.e. the role of CEPO is not clear across the community or the police. There is not enough structure in role.
- Long hours and lots of after-hours work. High risk of CEPO burn out. This is interesting given general duties officer's perception that community policing was a soft or easy option.
- Limited support from local police - some CEPOs found the role was not fully understood or valued by some OICs and other local police.
- Career advancement - a general perception that 'bush' policing lacks status and may hamper career advancement compared to working in urban and regional areas. In addition, a perception that community policing is not recognised as 'real policing' and the CEPO is missing out on building up operational experience and demonstrating proficiency (which is how you move up the ranks) – again leading to a perception that working as a CEPO may hinder career advancement.

**Table 6: Days in community**

Community	Commenced	Completed	Leave	Comments	Days on duty
<b>Ali Curung</b>	14 June 2011	15 July 2012	47 days	Transferred to Alice Springs. Position has remained vacant since.	238
<b>Alyangula</b> (servicing the Groote Eylandt communities of Angurugu and Umbakumba)	14 June 2011	29 April 2012	57 days	Illness and Return to Work Program – returned to Darwin and worked from RPC office – admin support to program.	298
	25 September 2012	Current	44 days	Transferred from CEPO Lajamanu to CEPO Alyangula.	
<b>Hermannsburg</b> (Ntaria)	14 June 2011	10 June 2012	64 days	Transferred to Darwin on promotion to Sergeant - vacant position advertised in police Gazette.	217
<b>Lajamanu</b>	14 June 2011	24 September 2012	67 days	Senior Constable transferred from CEPO Lajamanu to CEPO Alyangula. Position advertised in police Gazette and now filled by another Constable who will commence in late March / early	281

Community	Commenced	Completed	Leave	Comments	Days on duty
				April.	
<b>Maningrida</b>	14 June 2011	14 Nov 2012	66 days	Constable transferred to Nhulunbuy police Station - vacant position advertised in police Gazette and now filled by another Constable who will commence in late March 2013.	311
<b>Papunya</b>	14 June 2011	Current	138 days	Remains in Papunya CEPO position.	388
<b>Wadeye</b> (Port Keats)	14 June 2011	25 February 2013	61 days	Transferred to Gapiwiyak police Station - vacant position advertised in police Gazette.	373
<b>Yuendumu</b>	14 June 2011	28 February 2013	83 days	Transferred to Yulara police Station - vacant position advertised in police Gazette	375

\* CEPOs work a nine day on, four day off fortnightly roster. It should be noted that on their days off or travel days CEPOs are often involved in planning activities, talking to locals or assisting with transporting materials. It should also be noted that a proportion of their time spent in communities is devoted to general duties rather than community engagement work. It is logical and necessary that CEPOs (who are sworn officers) are able to assist with general duties during times of emergency or in situations where community or police officer safety requires them to be used in operational roles. This also demonstrates to community and general duties officers that the CEPOs are real police officers.

Before the current intake (March 2013), nine CEPOs were employed, with the most recent one appointed to Hermannsburg (Ntaria) in November 2012<sup>10</sup>. Of the original eight recruited in mid-2011, four have left for various reasons and one took up a CEPO position in another community (from Lajamanu to Groote Eylandt). Of these four, one left for medical reasons while the other three took up other policing positions in towns. Therefore, by mid-January 2013 only four CEPOs were left in Yuendumu, Papunya, Wadeye and Groote Eylandt.

Of the total of nine CEPOs, three were women. These CEPOs were posted to Groote Eylandt (left in May 2012), Papunya and Wadeye, with the latter leaving in late-February. All of the CEPOs to date have been of the constable, senior constable or sergeant rank.

In Groote Eylandt there was a period when no CEPO was working in the community for over five months from April to September 2012. In four communities there has been no CEPO working there for some time, specifically – Lajamanu from September 2012, Maningrida from October 2012, Hermannsburg effectively from June 2012 and Ali Curung from July 2012. Interestingly these last four communities all scored very highly across most measures of the Impact Survey suggesting there is little correlation between time spent on the ground and participant perceptions of the CEPOs impact and effectiveness.

Other issues with the design of the CEPO trial and its implementation included:

#### **Inadequate marketing and promotion of the trial**

- Despite pre-visits to all communities and police stations that were to host a CEPO and invitations to OICs to attend the CEPO training, there was a perception of inadequate consultation with communities prior to the roll out of the CEPO trial. There was also a perception of inadequate briefing or marketing of the trial at a policy level and consequently there was a lack of clarity on what the aims of the trial were. Some service providers and police believed the CEPO role was basically that of a School Based Police constable. There was very little knowledge of the role and how they could work with the

<sup>10</sup> This CEPO left after a couple of weeks, therefore, his short stay in the community is not captured in the table above.

CEPO. For example, in Ali Curung it was observed that the CEPO could have been better utilised by the clinic staff in accessing the youth for appointment attendance support - further supporting the health initiatives in the community to increase primary health care programs.

### **Basing CEPOs permanently in communities is preferred to the fly in/fly out model**

- The fly in/fly out model was not the right approach if the objective was to build deep relationships and trust between the police and the community. Most feel the CEPO needs to be on the ground long enough to build relations based on trust and mutual respect. This is what makes a 'real' difference in community and is a key reason why most feel that CEPOs should be living in the community rather than operating on a fly-in/fly-out basis. That is, living in the community for extended periods (i.e. at least 2 years) is required to truly understand community needs and build trust required to change entrenched attitudes and behaviour (that have developed over generations) towards the police.

*"Fly-in/fly-out definitely does not work. I also think [the CEPO should be living in] Angurugu NOT Alyangula it is essential."* (Service provider: Alyangula)

*"Living in the community works better. You don't get the same level of community buy-in with fly in/fly out. You have got to be on the ground to be truly effective."* (Police: Groote)

### **Gender relations are important and need to be considered in allocating CEPOs to communities**

- Funding realities aside, in more traditional communities like Groote Eylandt (and based on our knowledge of Wadeye and others) – ideally there would be a male and female CEPO so men and women can be serviced equally effectively. Furthermore, service providers and community members felt there needed to be at least 2 CEPOs on Groote Eylandt as just servicing Angurugu effectively was felt to be a full time job. Overwork was given as one of the possible reasons that the first CEPO left the position on Groote Eylandt. More consideration could also be given to placing CEPOs in communities where there is an ACPO of the opposite sex. In this way each could work with the other to more effectively service the community and engage both men and women. There may also be a correlation between gender and perceived effectiveness. Lower scores on the Impact Survey were pronounced in Groote Eylandt, Papunya and Wadeye – all of which had female CEPOs.



### 5.8.2. Learnings in relation to operational issues and impact

#### **Recommendations in relation to operational issues and impact**

25. More effectively market the CEPO program to communities, service providers and local police so they have a better understanding of the role of the CEPO and how the program can help them.
26. Greater clarity and structure must be introduced for the CEPO role. This needs to be supported with more training for general duties officers around community engagement in general and the CEPO role in particular.
27. Making OICs responsible for community policing KPIs (see recommendation three) will require changes in recruitment, changes in training for all new recruits and existing members and submission of CEPO articles of interest to the media for promulgation. It will also necessitate changes in police culture so that community engagement is seen as an essential and routine part of policing in remote communities rather than as a discretionary activity only undertaken when time permits. This will require increased involvement of high level police to embed long term community engagement policing strategies within the Northern Territory Police, for example having the Commissioner actively promote such work by police. More details on how the existing CEPO model may be improved can be found in Table 7 in the detailed findings section below. It is highly recommended that this model be referred back to the Northern Territory Police for further refinement
28. Clear chain-of-command arrangements need to be introduced through the OIC of the station and with Remote Policing to cover responsibilities for items such as approving overtime, both operational and community engagement arrangements, utilising CEPO time for operational support and rostering. Dual lines of reporting to regional area command, as well as Remote Policing Command are also required so both areas are aware of CEPO activities and achievements.
29. More training is required for general duties officers, OICs and Remote Policing Command to support improved utilisation of the CEPO as an intelligence resource that can assist in meeting overall goals for remote policing. There is huge untapped potential to use the intelligence gathering capability of the CEPOs to help develop plans to tackle long term community safety issues like gunja smuggling, grog running, domestic violence and family fighting.
30. CEPOs need to have more discretionary project funding to support community engagement activities.
31. Cross cultural training and training in community development for CEPOs or similar positions and for remote police in general is urgently required.
32. There is a need for more strategic links to various local Aboriginal liaison positions, including ACPOs, IEOs, and in schools, as well as a need to build a framework so it doesn't matter if there is changeover in people.
33. While the findings of this report suggest that community engagement activities are important for all communities, given funding realities there is a need to prioritise key communities that really need community engagement from police.
34. There is a need to build a 'toolkit' of existing or tested programs based on successful activities. It seems that activities undertaken in Lajamanu, Maningrida, and Hermannsburg would be good places to start. If engaging with women consider approaches used in Wadeye, Papunya and Groote Eylandt.
35. There is a need for a more strategic integration with other initiatives/government priorities, for example; working with the Night Patrol. This is a popular initiative with the community and with the Night Patrol itself. A consideration is that the role of the



Night Patrol is to work with police, but still be very separate from them. Joint patrols (that is, where a police member works with the Patrol in their vehicle) need the support of the community to avoid being in conflict with its purpose.

36. It is recommended that the transfer of ownership and responsibility of CEPO initiatives to community become an essential component of the planning and design of all community engagement activities.

Issues that reduced the operational effectiveness of the CEPOs were as follows.

### Difficulties of working in a remote community

- Socio-cultural factors, such as deaths in the community and resulting 'sorry business', family feuding and gender-specific roles and expectations.
- Community misperceptions about the role and purpose of the CEPO, for example, in Ali Curung the lack of action about speed bumps and street lights was seen as the responsibility of the CEPO and not the local government. In another case a CEPO was repeatedly stopped by community members about getting unruly children to school as there seemed to be the view that was what he was there for.
- Sustaining momentum with initiatives, especially when facilities were not repaired.
- Similar to non-Indigenous communities, there were difficulties in encouraging adults to volunteer and become involved in youth activities.
- Isolation and the challenges of working 'alone', a former CEPO did report feeling isolated, and this along with the time taken to travel to the community each week, took its toll. Another described the role as being "a lone soldier out there, a one man band" (CEPO).

### Operational issues in relation to the police

#### *Lack of support from some local police*

A lack of support for CEPOs from some police has been raised earlier in this report. This is evident by the following observations. Please note that a number of suggestions for improving relationships between the CEPOs and their colleagues are outlined below in Table 7: Current CEPO model versus improved model.

- According to some CEPOs, the most common theory among younger and less experienced police officers is that the CEPO role is to "*kick footballs and draw with crayons*" and that it is not perceived as assisting with 'real' police work. CEPOs also felt that the general duties police considered it a "*fluffy role, not real work, being nice to everyone*". The feedback from the Officer in Charge at Wadeye, in the CEPO report, states there was 'initial apprehension' from other police officers but that they and the CEPO now work well together.  
  
*"Other police may see the CEPO role as a community role that's a bit 'fluffy'. That's not real policing. We're the real police officers. There is great value in ALL officers having an element of CEPO in their role."* (Service provider: Alyangula)
- Some police felt the CEPOs were a 'slap in the face' to 'bush coppers' who perceived they were already doing community engagement. From this perspective, the CEPO program sent a divisive signal that general duties officers' community engagement efforts were inadequate "...so the top cops said 'here have a CEPO.'" (Police). Some felt the CEPO created an us and them 'good cop/bad cop' mentality - with CEPOs 'cherry picking' the soft elements of policing while general duties officers were left to do the more difficult 'real' work of responding to emergencies, arresting people and investigating crimes.

- Some also felt that the police hierarchy talked a lot about community engagement but would not resource it properly as many stations were short staffed with officers working weekends and spending more time 'tied to a desk' doing administration work and following the correct process which left little time for them to engage with the community.
- Some general duties officers felt the CEPO cheapened the ACPO's role as the more senior CEPO was often doing similar activities.
- Some also felt that the CEPOs wasted too much time going to pointless meetings or entering data and did not spend enough time with general duties officers trying to understand what they were planning for the community.
- Some general duties officers resented that CEPOs were paid a higher travel allowance than they were paid in general duties allowance.
- Some police do not feel that community safety has demonstrably improved since the CEPO program was implemented. In the smaller stations in particular, police feel that the community would be safer just having an extra general duties police officer rather than a CEPO.

#### **Confusion amongst police over the CEPOs role and ability to take on general duties**

- There seemed to be some confusion amongst police over the CEPOs role and ability to take on general duties, particularly at the start of the trial. The internal review of the trial also refers to some OICs and station personnel being unsure of the CEPO role and duties. A few deferred most if not all of community engagement to the CEPO. This is counterproductive as ideally the OIC should also be actively involved in community engagement as they have ultimate authority and autonomy over policing decisions and direction at the local level.
- Insufficient time for community engagement - in a stakeholder interview it was mentioned that at Maningrida the CEPO was frequently used for front-line policing. Also, in an interview, a former CEPO said that the final straw for him was when due to a drop in staff at the station; he was increasingly involved in general duties work. A similar situation happened to the first CEPO on Groote.

*"Some OICs hate it [the CEPO program] because they see a resource they can't have....so they keep trying to use it." (Key stakeholder)*

#### **More direction, training and structure is required to support new CEPOs**

- Lack of direction and structure - although all CEPOs had previous experience working in remote communities, former CEPOs indicated they were expected to work in a way which was unfamiliar to them, and they did not feel at first adequate for the job. For example, one said he had never done the type of consultations required for the Community Safety Planning. More generally he described what it was like to first arrive in a *community* *"...we had the two week induction and then it was off you go. You're standing there going, where do I go now, what do I do?"* (CEPO)

#### **Make it easier for CEPOs to access allocated budget funds and flexible work shifts**

- Accessing allocated budget funds has proven to be difficult for some. Although each CEPO had a budget of 10k per year to spend on their activities, hardly any of this money was used. One CEPO spoke about the need to have Northern Territory Police Commissioner approval for access to funding 8 weeks prior to an event, e.g. a barbeque with the youth in community must be planned a minimum of 8 weeks in advance. This is impractical as due to the way communities operate, these types of activity often need to be organised in a very short time frame or even 'on the spot'.

- Flexibility of shift/hours for CEPO. Community engagement frequently occurs outside 'normal' hours, e.g. weekends and evenings. The shift/hours need to be more flexible and able to be adjusted without having prior high ranking authorisation. This is a particular issue for southern locations where the Southern Command Senior Secretariat organises the rostering of work hours, whereas in northern locations this task is performed by the OIC in each police station.

### **Simplified chain of command/process/reporting**

- Some CEPOs described the current structure as complicated and difficult to navigate in a fast response situation. In particular, there have been issues related to the lines of reporting and the management of CEPOs within the police hierarchy. Once they were working in communities, the Remote Policing Command did not have direct control over the CEPOs and they worked to the local station's OIC. In terms of day to day allocation of duties and the fact that CEPOs were expected to assist with general duties when required, it made sense to have them supervised by the local Sergeant. However, in some places former CEPOs reported that they were expected to do a lot of general duties work, due to confusion about and/or lack of support for their community engagement work from OICs. It seems this led to some tensions between on the one hand, local OICs and the regional area of management and on the other, the Central Unit in Remote Policing Command that had responsibility for the trial. Even within the Remote Policing Command, the turnover in more senior police who were responsible for the trial over the past 18 months suggested to some that the trial was not being given the attention it deserved.
- Frequent changes in Remote Policing Command leaders (at least four since the trial began) were also perceived to result in uncertainty around the role and function of remote policing in general and the CEPO trial in particular. According to some CEPOs, for around half of the trial there have been no leaders to represent them to the Remote Policy Commander meaning there have been serious gaps in continuity, consistency, sense of direction and support from the police hierarchy. However, the current Senior Sergeant at Remote Policing Command is described variously as: *"outstanding"*, *"has taken complete ownership and responsibility"*, *"listens to ideas"* and is *"proactive"*. *"The only problem is that he has been away for large periods of time."*
- Training for general duties officers, OICs and Remote Policing Command to support improved utilisation of the CEPO as an intelligence resource that can assist in meeting overall goals for remote policing. There is huge untapped potential to use the intelligence gathering capability of the CEPOs to help develop plans to tackle long term community safety issues like gunja smuggling, grog running, domestic violence and family fighting.
- The CEPO is expected to support a community engagement program but is only one person. A community of 1,500 people is difficult for a single individual to support while undertaking other policing duties. On Groote Eylandt it is very difficult for one CEPO to effectively service three communities.
- Participants talked about CEPOs needing to have autonomy and flexibility to work with all service providers in the community. Some felt there needed to be more formalised arrangements and agreements to ensure that CEPOs were engaging with Angurugu and Umbakumba in equal measure. Currently some feel that Angurugu is in the 'too hard basket' and that community 'buy-in' is easier to achieve in the smaller more cohesive community of Umbakumba. Therefore, with limited time and resources some perceive that the current CEPO appears to focus their efforts in Umbakumba. The OIC feels this is logical because Umbakumba receives less police services than Angurugu. A more formalised engagement arrangement might help ensure both communities are assisted in equal measure but may reduce the CEPOs flexibility and autonomy to respond to identified need in the way he/she feels will be most effective.

## Making the CEPO model more sustainable or something all officers should do?

- A few participants questioned the need for a dedicated sworn officer to fulfil this role feeling that the role could just as easily be undertaken by an ACPO. However, this research found that being a sworn officer in a uniform does make a difference. The uniform commands authority and a police engagement officer in uniform engenders a feeling of 'policing with a human face' in the community. That is, someone who is clearly identified as a policeman focussing on building better relationships, communicating and working with the community rather than 'locking people up'. There is also a danger that a non-sworn police officer such as an ACPO may be perceived as having less authority and 'not being a real police officer' – thereby reducing their status in the eyes of some community members.
- Given current funding realities some stakeholders felt that rolling out the current model of one CEPO to every RSD community would be impractical and unsustainable. The NT Police in particular felt that a more effective model would involve CEPOs working with clusters of communities located in close proximity that share a common outlook, clan and family groups and highly transient populations. It was noted that criminal activity often moves around communities that are closely related as the perpetrators move from community to community visiting relatives and making contacts.
- Despite acknowledging that ideally all police should be involved in community engagement, it was recognised that this is a major challenge. As one key stakeholder put it *"...inculcating an ethos of engagement among all police will take a long time"*. Another felt it was very difficult to stimulate cultural change in a paramilitary organisation like the police. Therefore, a dedicated role is required, at least in the short term. Apart from the reasons described above, community engagement may be one of the first things an overworked general duties police officer would forgo. In addition, some police do not have the aptitude or desire to do community policing. Furthermore, service providers value a consistent presence where they are working with the same police officer in meetings rather than having to work with different people as police rotate through the role. A longer term solution, proposed by a former CEPO and based on the New Zealand police model, was to ensure a certain proportion of police officer's time is allocated to community engagement.

The table below outlines the current CEPO model alongside the recommendations which flow from the analysis presented above. It is highly recommended that this model be referred back to the Northern Territory Police for further refinement.

**Table 7: Current CEPO model versus improved model**

Model element	Current model	Improved model	Rationale
<b>Accommodation</b>	Visiting Officer Quarters Fly in/fly out	Living with family permanently in the community for at least 2 years at a time	Will help foster deeper relationships and cooperation with host communities  CEPO available in weekends when issues often occurring
<b>Relationship with OIC</b>	Subordinate  Sometimes use CEPO as extra operational member e.g. Maningrida	Second in command or equal rank  Work in close partnership with OIC  OIC takes an active interest in CEPO engagement activities  Community engagement activities become part of the stations KPIs counted in their performance	Less friction and more understanding and cooperation between the OIC and the CEPO  This will filter down to other police in the station

Model element	Current model	Improved model	Rationale
reviews			
<b>Location</b>	Based in one community	<p>Services communities in clusters e.g. Maningrida based CEPO also services Milingimbi and Ramingining or Lajamanu CEPO services Kakarindji, Daguragu, Pigeon Hole and Yarralin</p> <p>CEPOs become a flying squad based in Alice Springs and Darwin and flies to communities in crisis as a substitute or to complement the Tactical Response Unit</p>	<p>Highly mobile population means that community safety issues and crime move around clusters of communities</p> <p>Funding realities – unlikely to be funds to station a CEPO in every RSD community</p>
<b>Recording activities</b>	<p>Recording into PROMIS and station diary</p> <p>Subject to change depending on who leads the program</p>	<p>More work needs to be done in this area. The present system is an improvement but is labour intensive and results in duplication of effort</p>	<p>More accurate and consistent recording of CEPO activities</p>
<b>Police culture/ acceptance of community policing</b>	<p>Varies considerably from supportive to open hostility i.e. not real police work</p> <p>CEPOs often not supported by other police apart from RAC and other CEPOs</p> <p>Lack of clarity around role of CEPO and what they can and can't do i.e. are they just a school based constable? Should they just be like a Sport and Recreation officer focussing on the kids? Should they be assisting the Night Patrol?</p> <p>Lack of clarity around how much general duties they should be doing</p>	<p>Needs to come from the top – community policing needs to be seen as a priority, part of KPIs and needs to be funded</p> <p>More emphasis in training including reviewing the national /international evidence</p>	<p>Needs to be widely supported to be effective</p> <p>Community engagement is the 'shop window' of policing</p>

### 5.8.3. Learnings in relation to measuring the impact and evaluation of the CEPO trial

#### Recommendations in relation to measuring the impact and evaluation of the CEPO trial

37. It is recommended that future planning for CEPOs:

- Reduces duplication of effort between the two reporting modules in the PROMIS system by linking the two modules so that information that is entered into one is automatically transposed to the other. This will make it easier to extract data.
- Ensures that CEPOs understand the nature of the reporting systems and how to enter activity reports in a consistent manner.

38. Future evaluation of the CEPO program needs to involve soliciting regular feedback

from community members and service providers. For example; a pre and post CEPO placement community baseline could be conducted to assess community attitudes towards policing and community safety. This should be followed by snapshots taken every six months to assess any change. Local researchers such as the people employed by CBSR for this evaluation could be hired to collect and help analyse the survey data. The survey should also include service providers such as schools, health clinics, Sport and Recreation, AFL and other social services providers to assess whether the CEPOs are helping them service their clients.

37. A number of other measures could be trialled. See Section 5.9 Framework for future monitoring, evaluation and reporting for more details.

It has long been recognised that it is hard to measure the impact of community-based crime prevention and community policing (Straton et al 2002). Within the context of the trial, it is important to have realistic expectations about what kind of changes can occur in short time periods (less than a year in some communities) and be attributed to the work of one individual. Several CEPOs believed that they had made a difference but struggled to show how they had:

- The CEPO at Yuendumu concludes that “...the program has been successful but it is very difficult to measure the successes in a countable way”. (Jones P 2013)
- At Lajamanu the CEPO wrote “...there is insufficient information available to determine any change in community safety but – anecdotally- the general perception by the Lajamanu community is that there is positive change”. (Tillbrook 2013)

The internal review report states that it is important to consider the impact of the trial on community safety, crime reduction, community engagement, school attendance, and partnership building. However, as is acknowledged in the review report, it is difficult to identify suitable measures to capture these outcomes (NT Police 2013). Shorter-term outcomes are community engagement and partnership building and the perceptions of key and local stakeholders can provide an ‘independent’ indication of whether this has occurred. School attendance may improve for a short period of time (in part it seems because of the CEPOs’ activities) but the ambitious goals of crime reduction and community safety are even more likely to be affected by a wide range of factors.

Although the Northern Territory Police use results of the National Survey of Community Satisfaction with Policing to inform the monitoring of their performance, the sample is not large enough to yield information at a more local level. In addition, the surveys of service providers and local residents undertaken for the Northern Territory Emergency Response Evaluation occurred in 2011, before the trial was underway.

As an indicator of short-term change and impact, CEPOs were asked to collect school attendance figures in their community. However, as is made clear in the CEPO reports, fluctuations in attendance can be attributed to a range of factors, and not just the actions of the CEPOs. The quality of information varied by community, and in one was not available at all, which makes it hard to interpret the data as a consistent measure across communities and over time within a community.

Difficulties in measuring success have been further exacerbated by inconsistent recording of activities in police record keeping systems. The research suggests that there is a need to improve the reporting of activities and achievements of the program so continued support and funding can be justified. However, there is a trade-off between more time spent behind a computer recording



activities and the amount of time CEPOs can actually spend doing what they are employed to do i.e. actually being visible in the community engaging with people.

Based on feedback from key stakeholders and the program logic presented earlier, the next section outlines a relatively straight forward evaluation framework which could be used to test if the program is meeting its objectives in the future.

## 5.9. Framework for future monitoring, evaluation and reporting

This section outlines a possible future monitoring, evaluation and reporting framework for the Program.

Key issues for any evaluation are often covered by the following questions:

1. How much did we do?
2. How well did we do it?
3. Is anyone better off in terms of the number or % of people who experienced improved skills/knowledge, attitude/opinion, behaviour or life circumstance.

These questions are plotted in the matrix overleaf.

**Table 8: Possible performance measures**

HOW MUCH IS DONE?		HOW WELL IS IT PROVIDED?	
<ul style="list-style-type: none"><li>• Numbers of clients serviced</li><li>• Number of services provided</li></ul>		<u>% of clients serviced</u>	
IS ANYONE BETTER OFF?			
Number of people who are better off		% of people who are better off	
Skills and knowledge			
Numbers of clients/families who report attaining more skills and knowledge.		% of clients/families who report attaining more skills and knowledge.	
Attitudes			
Numbers of clients/families who report positive changes in attitude or opinion.		% of clients/families who report positive changes in attitude or opinion.	
Behaviour			
Numbers of clients/families who report positive changes in behaviour.		% of clients/families who report positive changes in behaviour.	
Life circumstances			
Numbers of clients/families who report positive changes in their life circumstances.		% of clients/families who report positive changes in their life circumstances.	



Using the matrix above, the type of evaluation framework that could be developed for the CEPO Program is presented below. The measures outlined in the two top quadrants of the table below are fairly standard performance measures. The bottom right and left quadrants are the types of things that might signify progress for participants. The type of issues covered in this framework logically flow from the program logic analysis presented earlier.

**Table 9: Community Engagement Police Officer Program Evaluation Framework**

How much is done	How well is it provided
<ul style="list-style-type: none"> <li>• Number and type of community programs, meetings and forums delivered (which includes attendance at committee meetings and public events)</li> <li>• Numbers of children and young people taken to school</li> <li>• Number of family conferences/discussions with parents about school attendance</li> <li>• Hours of mentoring youth within the school or at youth program</li> <li>• Number of information sessions provided at the school or youth program</li> <li>• Number of times involved in assisting school with disciplinary problems</li> <li>• Hours of structured activity delivered (either by self or in partnership with Sport and Recreation or AFL or Youth groups) each week</li> <li>• Number of youth diversions assisted with</li> <li>• Number of mediations or restorative justice meetings attended</li> <li>• Number of referrals to wellbeing services like CatholicCare or Health Clinic, employment services (an indication of partnership building)</li> <li>• Number of requests from service providers including GECs to help them engage with their client groups (an indication of partnership building)</li> <li>• Number of young people arrested or cautioned by the police</li> <li>• Number of joint patrols conducted with the Night Patrol</li> <li>• Number of mentoring sessions conducted with the Night Patrol</li> </ul>	<ul style="list-style-type: none"> <li>• CEPO staff turnover</li> <li>• CEPO staff workloads and morale</li> <li>• Proportion of people surveyed who felt safe or very safe at home alone at night</li> <li>• Proportion of people surveyed who are satisfied or very satisfied with police services</li> <li>• Continuing requests from other service providers to engage with people or groups CEPO has developed relationships with</li> </ul>

IS ANYONE BETTER OFF?	
Is anyone better off (numbers)	% of people who are better off
<b>Skills and knowledge</b>	
Numbers of clients/families who report attaining more skills and knowledge:	% of clients/families who report attaining more skills and knowledge.
<ul style="list-style-type: none"> <li>• Improved awareness of Australian laws and citizenship rights and obligations i.e. social norms, expectations of behavior, citizenship behavior</li> <li>• Improved understanding of how the Australian/NT Government works</li> <li>• Improved awareness and understanding of good nutrition and the importance of physical activity</li> <li>• Improved awareness and understanding the dangers of alcohol, drugs, sniffing, gambling,</li> </ul>	

- 
- violence, 'hooning' in cars/unsafe driving
  - Negotiation skills without resorting to violence or intimidation
  - Navigation skills
  - NTES volunteer skills

## Attitudes

Numbers of clients/families who report positive changes in attitude or opinion:

% of clients/families who report positive changes in attitude or opinion.

- Feeling better about the police – more accepting of the police, more prepared to see them as normal people
- Feeling the police are there to help not to be feared
- More accepting, trusting and understanding of police actions, less likely to assume that the police are doing the wrong thing
- Feeling that a safer community is everyone's business i.e. everyone has a responsibility to keep people safe
- Improvements in self-confidence, self-esteem and confidence levels due to positive engagement with CEPO
- Gaining optimism, hope and vision for a better future because of engagement with CEPO and wellbeing services
- Willingness to go to school every day or, seek employment or training
- Willingness to engage with wellbeing services
- Feeling more self-reliant

## Behaviour

Numbers of clients/families who report positive changes in behavior:

% of clients/families who report positive changes in behaviour.

- More likely to work in partnership with the police on community safety issues
- More likely to report crime to police or help them with their investigations
- Less likely to participate in riots/mob behavior
- More likely to go with police and not feel 'hard done by'
- Attendance at school, employment or training
- Attendance at wellbeing services like the CatholicCare and Health Clinic
- Staying out of trouble with the police
- Eating better food and exercising more
- Reducing use of alcohol, drugs, paint sniffing, smoking and violence
- Engagement in volunteer emergency services

## Life circumstances

Numbers of clients/families who report positive changes in their life circumstances:

% of clients/families who report positive changes in their life circumstances.

- Participate in diversion activities
  - Elders feel their power is restored via working in partnership with the police
  - Found employment e.g. ACPO, Volunteer Emergency Services
-

- 
- Stayed at school
  - Achieved qualifications
  - Stopped using alcohol, drugs, sniffing paint, smoking and violence
- 

Local researchers such as the people employed by CBSR for this evaluation could be hired to collect and help analyse the survey data.

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4 bmx track.MOV

5 Sept 17th, 2011, BMX week 3 009.avi

10 Cup race.MOV

11 judging 3.MOV

Arnhem Sports Carnival (Maningrida) 012.avi

basketball game.avi

BMX initiative wishful thinking.avi

BMX track.avi

DSCF0098.avi

Finished group shot.avi

Healthy Lifestyles Carnival (CEPO Speech).avi

Hoops4Health 045.avi

Kids band at men's centre 5.avi

Me playing pool at men's centre.avi

Men's centre.avi

Nutbush with senior girls helping.MOV

Nutbush to Vanilla Ice 002.MOV

Picture 005.avi

Rocky Point Trip 033.avi

Rocky Point Trip 049.avi

Sept 10th, 2011, painting wall 005.avi

Sept 10th, 2011, painting wall 025.avi

Sept 10th, 2011, painting wall 030.avi

Sept 17th, 2011, BMX week 3 010.avi

Sept 17th, 2011, BMX week 3 011.avi

Under 17's training.avi

Wall preparation.avi

Washing hands at basketball.avi

WSB.avi

#### Internet resources

<http://www.pc.gov.au/gsp/rogs/2013>



## 7. Appendix B: CEPO activities

This section outlines the community engagement activities undertaken by CEPOs in more detail.

According to the CEPO course material (NT Police 2011) the aim of the projects that CEPOs initiate or are involved in is to increase participation, ownership and leadership in community safety initiatives.

One of the first tasks that a CEPO was supposed to do was to undertake a 'scan' of the local community (or in the case of Groote Eylandt, of two communities) and summarise their findings<sup>11</sup>. In the Yuendumu CEPO report, the community scan is described as identifying all stakeholders and as a report that can be used by police and other key partners (Jones P 2012). According to a former CEPO, it was a useful exercise but he submitted his report and never heard about it again.

Part of the community scanning involved identification of key areas or groups of concern, and in one of the CEPO reports there is an explicit list of issues. In Anderson (2012), the report describes concerns around school attendance, 'gunja', underage sex and children watching pornography, all of which it is argued to contribute to unsafe behaviours and environments. As the CEPOs became more familiar with the community, it is likely that the understanding of identified areas or groups of concern became more nuanced with an increased knowledge of the issues and of those involved.

Based on CEPO reports for the first six month period - September 2011 to March 2012 – it seems a wide range of initiatives were either instigated or involved CEPOs in the communities (see Tables 10 and 11). Common themes include youths' sport, addressing truancy, and community safety planning.

The significance of gender is also evident when reading the CEPO reports. The activities described by female CEPOs at Papunya, Wadeye and Groote Eylandt focus on women and children (Hamilton 2012, Anderson 2012, Irwin 2012).

### 7.1. Working with existing initiatives or creating new partnerships

The research report by Pilkington (2009) concluded that the responsibility for improving policing in remote communities does not just rest with the police. It is recommended that communication between police and communities be improved through the setting up of community law and justice groups that represent all families. The report argues, two major forms of offending in the communities related to alcohol and traffic or road offences, will only be tackled if communities and government take action. He recognises that 'these problems are ones that the police by themselves cannot fix' (Pilkington 2009:6).

Working in partnership or with other stakeholders was always integral to the CEPO job. From a number of CEPO reports it is apparent that several had found a local representative group – either the designated Local Reference Group (established in all RSD sites) to work on Community

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<sup>11</sup> At the beginning of each CEPO report there is a short description of the community.

Safety Plans or the local Tribal Council – as an important vehicle to seek community views and support.

CEPOs were asked to assist with Community Safety Plans. According to a key stakeholder, it made sense to involve the CEPOs in the process as the Justice Department did not have the staff in communities, and improving community safety was one of the goals of the trial. In Maningrida, some members of the Tribal Council were reported as being actively involved in working on the Plan, with a draft Plan incorporating a draft Action Plan tabled at the Local Reference Group meeting on 20 June 2012 (Boja 2013). At Lajamanu the Community Safety Plan was ratified by the Local Reference Group, and Kurdiji (the community' Law and Justice Group) were reported as continuing to have carriage of the Plan (Tillbrook 2013).

From the CEPO reports, it seems other key partners, in most communities, were AFLNT workers or key staff working in the school. Particularly strong links may also be formed with individuals working in the community, for example, the CEPO report on Wadeye indicates the CEPO worked closely with the regional manager of AFLNT and the team leader of the Shire Sport and Recreation program to organise women's AFL, movie nights and community discos (Anderson 2012). The Night Patrol assisted with transport to events and Catholic Care is acknowledged as providing equipment.

The size of the community affects the range of activities and prospective partners. For example, it is noted in the Maningrida CEPO report that the size of the community means that there are many internal and external agencies running programs and workshops that the CEPO can attach himself to (Boja 2012). In Maningrida it seems what hindered extensive involvement in these pre-existing programs and limited opportunities for community engagement, at least at first, was police under-staffing and a large general duties workload (Boja 2012).

Within the difficult context of Yuendumu, it is evident from the CEPO report that crucial allies in his work were the ADF and the Mt Theo Substance Abuse Outstation, which already had well established programs and initiatives (Jones P 2012).

**Table 10: Reported CEPO initiatives – Sept 2011- Mar 2012**

Community	CEPO	Activities	Future activities	'Partners'	School attendance
Ali Curung	Constable Mathew Jones Mathew (left 6/12)	1. Fun Day 10/11 2. Mentoring young men (pre court youth diversion) 3. School truancy patrol 4. Men's cooking class Boxing club 5. Community Safety Plan		1.School, Trachoma team, Mr Sunk (CDU) 3.School principal 4. Families as First Teachers (CEPO assisting) 5. Funding for equipment from Barkly Shire and local Alice Springs business	9/11 128, 86% 2/12 154, 84%
Lajamanu	S/Constable Marcus Tillbrook	1. Lajamanu school attendance 2. Fill ACPO position 3. Recruit local corrections officers 4. Community safety plan	Blue light discos Smart Sparx Fire Awareness training for the school DARE training for the school web page Fascination of Plants	1.Principal, LRG 4. LRG/GBM 5. Shire	9/10 184, 9% 9/11 194, 69% 2/11 197, 41% 2/12 209, 60%

Community	CEPO	Activities	Future activities	'Partners'	School attendance
		5. Support for Night Patrol	Day Navigation training for young men 'No humbug' video School attendance video and DVD World Vision Father's Day event Schools and Australia Day Cleanup		
Maningrida	Constable Csaba Boja	1. 'Cast Away' initiative 2. Health Eating Cooking Class 3. Participation in local 'Engagement Working Group' (school based)	Cast Away Orienteering and hiking Blue light discos NTES Family Fun Day Community Sporting Activities Community Safety Plan	1.AFL RDM Multiple agencies/activities	9/11 512, 38% 2/12 565, 57%
Ntaria/Hermandsburg	S/Constable Michael Valladares	1. King of the Mountain race 2. Community hall painting (diversion) 3. BMX club 4. Safety Dance 5. Adult dance 6. Local radio broadcasts 7. Kurpilya festival	Safety Dance BMX club Building beautification Community Safety Action Plan		Not reported as viewed as non-representative due to deaths, men's business, community sports events in the region
Papunya	S/Constable Jenny Hamilton	1. Walking School Bus 2. Women's Group 3. Safe 4 Kids 4. Waterhole reward for school attendance 5. Return to culture (women and young children) 6. Softball 7. Safe 4 kids follow up visit 8. School attendance rewards (trip to Alice)	Culture Club Starting NTES unit	2. Aged care	Sept 11, 71% Feb 12, 134%
Wadeye	Constable Simone Anderson	1. police station tours 2. Women's AFL 3. Movie nights 4. Community discos 5. Festival	Women's AFL Local softball competition Local basketball	2 and 3 – AFLNT and Shire Sport and Recreation, Night Patrol and Catholic Care	Principal didn't respond to requests and info not updated on MySchool website since 2010

Community	CEPO	Activities	Future activities	'Partners'	School attendance
Yuendumu	S/Constable Paul Jones	<ol style="list-style-type: none"> <li>1. School attendance</li> <li>2. Mt Theo Substance Abuse Outstation</li> <li>3. ADF participation (hot air balloon)</li> <li>4. ADF participation (NORFORCE)</li> <li>5. Driver licence educated (young people)</li> <li>6. Pool</li> <li>7. Trachoma educated</li> <li>8. NTES unit</li> <li>9. Mediation of family conflict</li> </ol>	<p>Men in the Middle Group</p> <p>3 a side Basketball competition</p> <p>NORFORCE education</p> <p>Under 15 AFL competition</p> <p>BMX track funding application</p> <p>School excursion to the Gold Coast</p> <p>Mediation of family disputes</p>	<p>2 and 6. Mt Theo program</p> <p>7. Dept of health</p> <p>9.GBM and Manager of Mediation Centre</p>	
Groote Eylandt	Constable Marriane Irwin (left 4/12)	<ol style="list-style-type: none"> <li>1. Camp for Umbakumba girls</li> <li>2. Assisting women to get driver's licence</li> <li>3. Youth workshop</li> <li>4. Blue light discos</li> <li>5. Road safety</li> <li>6. Angurugu Walk for Life</li> <li>7. Angurugu Youth Festival</li> <li>8. Angurugu Women's Group</li> </ol>		<p>1.police, school, clinic, traditional women</p> <p>2.Assistant Principal</p> <p>4.police, school teachers, staff at GE and Miyakburra Youth Development Uni</p> <p>6. Nhulunbuy suicide prevention group</p> <p>7.Clinic, school, ES, Red Cross, AFL NT, police, GEMYOU</p>	<p>Umbakumba 9/11 96, 62% 2/12 123, 71%</p> <p>Angurugu N/A</p>

Sources: CEPO six monthly reports Sept 2011-Mar 2012 (NT Police).

## 7.2. Maintaining momentum

A police stakeholder described the trial as having three phases. The first phase involved recruitment, training, deployment and engagement, which occurred up to June 2012. The second phase begins when CEPOs, having gained sufficient trust and are well accepted, become 'embedded' in the community. The second phase ends in mid-2013.

For the second six month period – April to September 2012 – CEPO reports were available for a sub-set of communities including: Lajamanu (up to June 2012 when Marcus Tillbrook left the CEPO position), Maningrida, Hermannsburg (Ntaria), Papunya, Wadeye and Yuendumu. In the most recent reports, the short overviews on the communities remained the same except for the Lajamanu report which included 2011 census statistics on the community (Tillbrook 2012). As the same group of CEPOs were covering this most recent period, the reports in effect provided an update on initiatives listed for the first reporting period.

A difference, however, was that the majority linked their activities to the six objectives of the NT Police Business Plan 2011-12, either by describing what they had done under each objective (Boja 2013) or by highlighting how each initiative contributed to one or more of the objectives (e.g. Hamilton 2012, Anderson 2013).

The approach adopted in the report on Maningrida does show the range of CEPO activities, and not just discrete initiatives, that contribute to each of the objectives (Boja 2013). For instance, in relation to delivering a 'highly visible police presence', the report refers to moving around and covering various parts of the community on foot or in a marked police vehicle and talking with elders, citizens and youth; as well as visiting agencies and attending community events. In relation to the fourth objective, to continue 'the personal and domestic violence crime reduction strategy' the report refers to delivering talks on police obligations in relation to domestic violence and spousal abuse, offering information on domestic violence restraining orders and associated issues, and being part of the 'most vulnerable children and families' group which usually has monthly meetings involving health and medical staff, welfare workers and representatives from the school. It is also noted that the CEPO is on hand, as an 'authority figure' to assist with truancy issues and is recognised as the school liaison police officer, which 'alleviates the workload of the other station staff' (Boja 2013).

As Table 11 shows, across the communities, a number of initiatives were discontinued or the CEPO withdrew as an instigator/driver. The reasons for an initiative stopping varied, being linked in some cases to deaths in the community and conflict (Wadeye), the season (Papunya), escalation in feuding (Yuendumu), sporting amenities still not repaired (Wadeye, Papunya). However, to the credit of the CEPOs, many initiatives did continue and it seemed promising they would continue into 2013. There were also a number of new initiatives. In Lajamanu, the CEPO also had a host of potential initiatives, including cultural awareness training and a range of community multi-media products that he hoped the next incumbent would consider developing (Tillbrook 2013).

A tone of underlying frustration or disappointment creeps into some of the comments in the reports, which are linked to community events, local stakeholders or amenities not being fixed. For example, in relation to school attendance, the CEPO at Yuendumu said the school attendance program was not as effective as originally planned as 'truancy officers did not attend on regular basis' (Jones P 2013). It is reported at Yuendumu that the second six months had been 'more difficult' due to ongoing family feuds'. At Lajamanu, the CEPO laments that school attendance had dropped again, partly due to staff changes and shortages but also because the Education

Department having decided truancy enforcement would not be done locally, did not follow up and provide enforcement through visiting truancy officers (Tillbrook 2013). Basketball courts were not renovated at Yuendumu (Jones P 2013), at Wadeye the softball diamond was not repaired (Anderson 2012). At Papunya, the CEPO reports that the issuing of fines for children not attending school had 'disappointedly' made no difference in the attitudes of some parents (Hamilton 2013).

**Table 11: Reported CEPO initiatives – April 2012 – Sept 2012**

Community	CEPO	Activities	Status	School attendance
Lajamanu (till June)	S/Constable Tillbrook	<p><u>Continuing</u></p> <ol style="list-style-type: none"> <li>1. School attendance</li> <li>2. Re-create the ACPO position</li> <li>3. Community diversion</li> <li>4. Community Safety Plan (CSP)</li> <li>5. Support for Night Patrol</li> </ol> <p><u>New</u></p> <ol style="list-style-type: none"> <li>6. Bullying in Schools Program</li> <li>7. Driver training</li> <li>8. Fascination of Plants Day</li> <li>9. AFL Liam Patrick visit</li> <li>10. Smart Sparx Fire Awareness</li> <li>11. Mt Theo support – attended 2 bush trips</li> <li>12. Auskick</li> <li>13. Blue light disco, Zorba ball activity</li> <li>14. World Vision Father's Day event – Father and son Football</li> </ol>	<ol style="list-style-type: none"> <li>1. Dropped off again.</li> <li>2. Eight people considered but were assessed as unsuitable. Impact of criminal history requirements combined with increased police presence in remote areas. One applicant currently being considered.</li> <li>3. Still trying to fill Community Corrections position - diversion – low level of youth offending</li> <li>4. LRG ratified CSP</li> <li>5. Strong relationship between police and Night Patrol continues</li> </ol>	<p>September 2012</p> <p>Enrolments 206, attendance 41%</p>
Maningrida	Constable Boja	<p>Initiative 7<sup>12</sup>: Port Adelaide Football Club 'Power' visit</p> <p>Initiative 8: Working with 'Bunawarra' Maningrida Tribal Council</p> <p>Initiative 9: restorative justice conferencing (1 juvenile so far)</p> <p>Initiative 10: Cyber Safety for middle school children</p> <p>Initiative 11: Driver licensing</p> <p>Initiative 12: Assisting with festivals outside Maningrida</p>		<p><u>All students</u></p> <p>March 2012 Enrolments 589 (active) 290 (passive)</p> <p>Attendance average: 59%</p> <p>September 2012 Enrolments 663 (active) 149 (passive) Attendance average 51%</p> <p><u>Indigenous students:</u></p> <p>March 2012</p> <p>570 active 290 passive 51% average</p> <p>September 2012</p> <p>640 active, 149 passive, 49% average</p>
Papunya	S/Constable Jenny Hamilton	<ol style="list-style-type: none"> <li>1. Walking School Bus</li> <li>2. Women's group</li> <li>3. Safe 4 Kids</li> <li>4. Return to culture</li> <li>5. School attendance rewards</li> </ol> <p>Vamp TV</p> <p>The Long Walk</p> <p>Annamurra Days Out</p> <p>Flour drum cooking</p> <p>Road safety education and driver licensing</p>	<ol style="list-style-type: none"> <li>1. Bus collects less than 20 kids as the rest of the kids get themselves to school</li> <li>2. Ongoing</li> <li>3. Another mapping exercise. Workshops also run in three other communities</li> <li>4. Hope a continuing relationship</li> <li>5. End of term 3 Alice</li> </ol>	<p>April 2012 124, 73%</p> <p>Sept 2012 104, 48%</p>

<sup>12</sup> The numbering of the initiatives in the report is higher than suggested by the list in the report for previous 6 months.

Community	CEPO	Activities	Status	School attendance
		Safe sex education NTES Unit, (paperwork submitted for 12 volunteers, will address outstanding LIP agenda item)	Springs. Expect it to become regular part of school regime	
Wadeye	Constable Simone Anderson	1. Local basketball 2. Under 16 Girls AFL team 3. Community discos 4. Wadeye Festival 5. Women's AFL Carnival 6. Local women's softball competition 7. Peppimenarti Softball Carnival	1. Ongoing, Tues and Wed every week 2. Went to Darwin for Ryco Cup 3. On hold due to level of alcohol entering community. Start again in the wet. 4. Plan to hold again in 2013 5. Staffing issues at local Council – postponed 6. Diamond not resurrected in time period expected 7. 5 out of 9 visiting teams didn't show. Local women not showing up for training – effect of death of gang leader.	Still not received attendance and enrolment figures
Yuendumu	S/Constable Paul Jones	1. School attendance 2. Mt Theo 4. <sup>13</sup> ADF 5. Driver licence educations 6. Pool 7. NTES Unit 8. Mediation of family conflict 9.3 a side basketball	1. Fair amount of movement out of the community as several large family disturbances 2. Only two offenders 4. Two recruits successfully completed 5. Attendees got their licence, start again end 2012 6. Closed in winter, recommence in Oct 12 7. Running quite well, little police involvement 8. Ongoing, numerous meetings. Big meeting in May. CEPO got 12 elders to attend school as community problems entering school. 9. Courts not renovated, revisit in October	

Sources: CEPO six monthly reports April –Sept 2012 (NT Police).

<sup>13</sup> It is not clear what happened to the third initiative – may have just been a glitch in the report.



## 8. Appendix C: Analysis of police incident data

### Conclusions

- The only data that showed a trend broadly across the CEPO communities was the increase in the volume of recorded proactive policing incidents in the second half of the financial year i.e. the first six months of 2012. This may reflect the increased activity by CEPOs in the communities that related to community policing and was recorded.
- Another indicator could be incidents of 'breaches of domestic violence orders'. In the two largest communities of Maningrida and Wadeye the number of incidences did go up each year in the annual trend data, and the financial year 2011-12 had a higher number recorded than any of the previous annual calendar totals for the past five years (13 and 15 respectively).

### 8.1. Summary

The CEPOs have been posted to eight remote locations for a minimum of approximately a year (August 2011 to July 2012), although the length of time of CEPOs staying in positions has varied with several still in the position.

The aim of the data review was to see whether their presence and activity was recorded (i.e. 'visible') in the police data. Based on what was known about the police incident categories it was expected that there would be an increase in various indicators of community policing, in particular 'community events' which would act as an output indicator.

In addition, the data was reviewed to see whether there were impact indicators of the CEPO presence related to their focus. For example; increased reporting of certain kinds of crime, or a decline in youth related incidents (e.g. 'youth disturbances'). However, given the size and scale of the 'intervention' i.e. the addition of one police officer the CEPO in each location, there was a degree of caution around expecting the crime-related incident data to show any dramatic changes as a result of their presence in 2011-2012.

Trends in data may be influenced by a range of macro-factors as well as events specific to the location and it is often impossible to attribute any discernible trends to particular interventions. Another issue is the volume of matters recorded for remote communities, with small numbers for crime-related incidents often fluctuating wildly. In a small community such factors as policing numbers, recording practices by police, and the repercussions of a serious incident can have significant effects on the data.

The Northern Territory Police confirmed incident data represents all recorded police activity, and not just incidents that lead to charges being laid. In order to examine the volume of incidents recorded, the review focused on the incident 'categories', of which there are 12, and on selected

incident 'types', of which there are over 150, and which are aggregated together under the various categories.

Annual data was available for NT remote communities for a five year period from 2007-2011 – see Tables 12, 13 and 14. This was examined for trends in incident categories and selected incident types at both an aggregate level (all NTER remote communities i.e. those formerly prescribed under the NTER legislation) and for the communities where CEPOs were posted. The following community/suburb categories were used to cover the eight locations where the CEPOs were posted - Lajamanu, Maningrida, Ntaria, Hermannsburg, Papunya, Ali Curung, Angurugu, Umbakumba, Wadeye, and Yuendumu.

Similar to what was found for offence data for the evaluation of the NTER, the trends in incident categories and types were broadly similar at both the aggregate level and in each of the communities. This would suggest that macro-factors are affecting the trends across the board.

Over the five year period, a total of 63,548 confirmed incidents were recorded for the NTER communities – see figures 12, 13 and 14. Of the 12 confirmed incident categories, the most common category was 'proactive policing' (20%) followed by the 'anti-social' category (19%), 'person' category (19%) and 'road safety' (9%).

As community policing activities were most likely to be recorded under the 'proactive policing' category of PROMIS, the annual trends in this category, along with selected incident types (e.g. community meetings, community events) were examined for the total of all communities and each CEPO community. As Figure 15 shows, there were noticeable differences in the individual community trends for recorded proactive policing.

With the much larger number of fields for incident types, the annual numbers can be very small for a community. For example, with 'school based events', for the five year period, Angurugu, Umbakumba, and Wadeye had a total of 35, 24, and 18 respectively, while the other CEPO communities had totals of between 1 and 6.

Figure 16 and Figure 17 show the trends in the incident types -'aggravated assault' and 'community events' – for the CEPO communities to illustrate the low numbers and the variability. These data suggest fluctuations are due to recording practices and that the CEPOs did not consistently record their activities under 'community events' in the PROMIS database as suggested by the induction resource material.

In 2011 there was a significant drop in recorded confirmed incidents across the remote communities compared to the preceding few years. This has to be borne in mind for the more detailed examination for the financial year 2011-2012 (which is the other data set accessible at FaHCSIA) – the period when the CEPOs were posted in the communities.

The 2011-12 data recorded incidents by dates, so the data was reviewed for trends in monthly totals for certain confirmed incident categories and incident types.

The following incident categories were the focus of the review of the data for each of the CEPO communities:

- Proactive policing (as an output indicator).
- Anti-social incidents (as an impact indicator).

The confirmed incident types that were examined were:

- Breaches of domestic violence orders (as an indicator of increased reporting).
- Community events and community meetings combined (as an output indicator).

The review of the 2011-12 data suggests that trends over the year are affected by non-CEPO factors such as seasonal variations in the number of people in communities and policing levels – see Tables 15, 16, and 17. Figures 18 and 19 show the monthly trends for two confirmed incident categories – proactive policing and anti-social incidents.

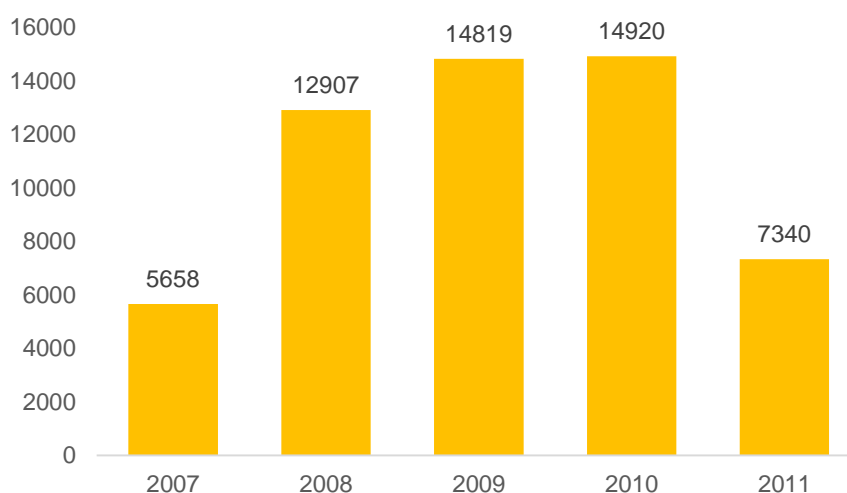
There are also very distinctive profiles in recorded incident types – see Table 15.

The only data that showed a trend broadly across the CEPO communities was the increase in the volume of recorded proactive policing incidents in the second half of the financial year i.e. the first six months of 2012. This may reflect the increased activity by CEPOs in the communities that related to community policing and was recorded.

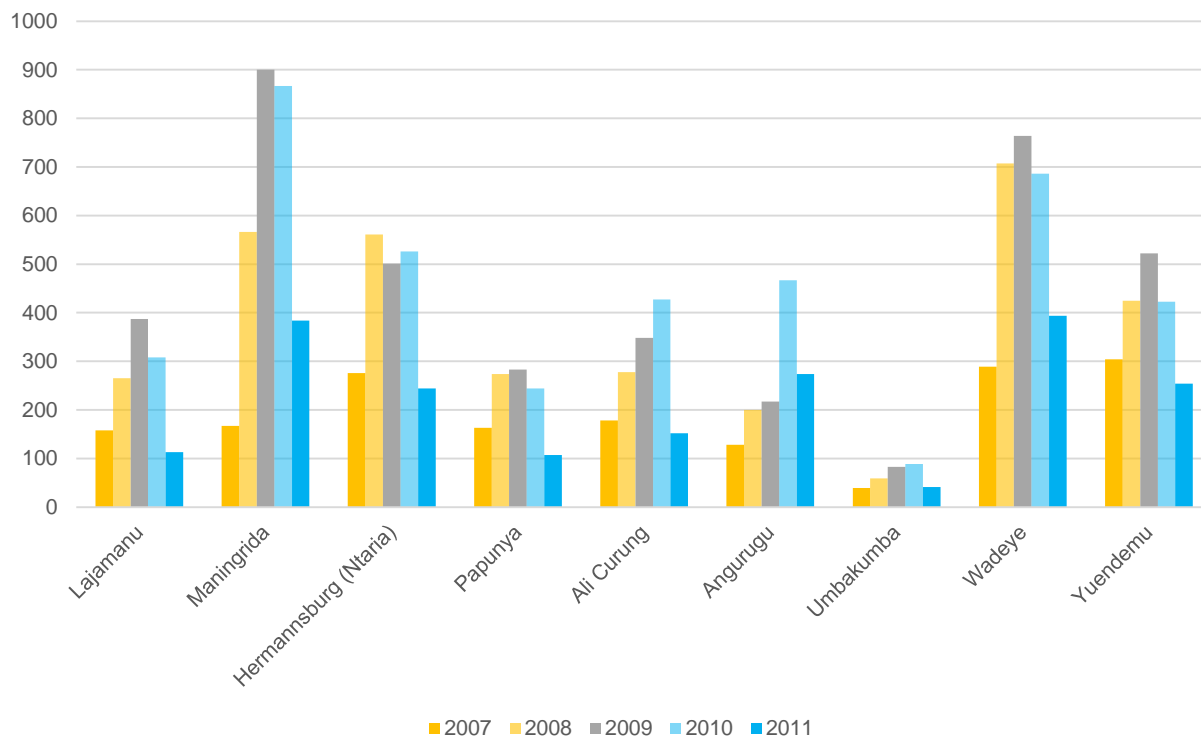
Another indicator could be incidents of 'breaches of domestic violence orders' which in the two largest communities – Maningrida and Wadeye – did go up each year in the annual trend data, and the financial year 2011-12 had a higher number recorded than any of the previous annual calendar totals for the past five years – 13 and 15 respectively.

## 8.2. Attachment 1: 2007-2011 data

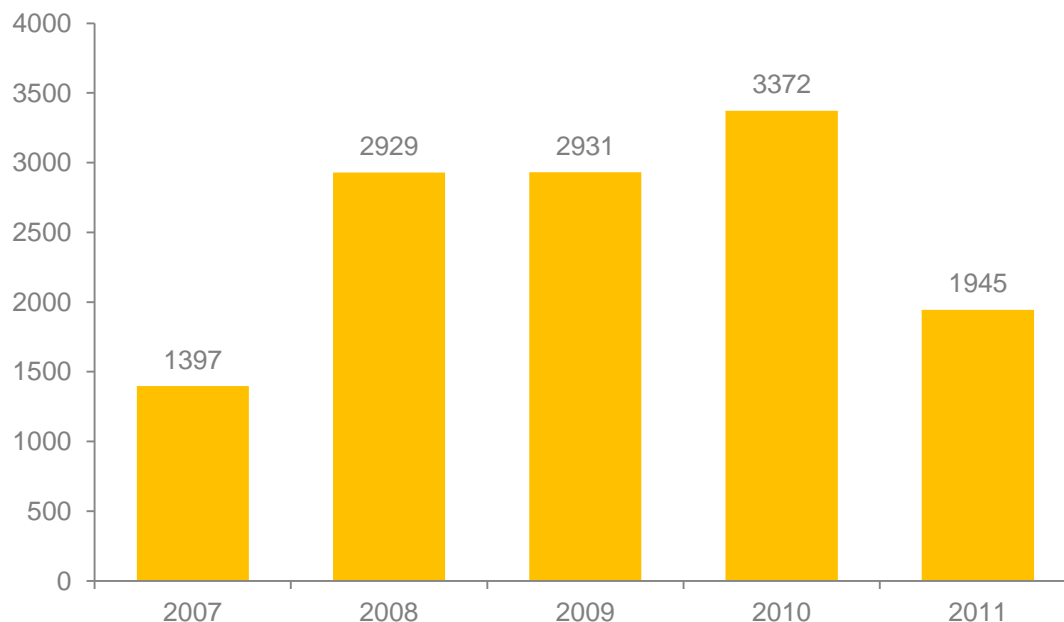
**Figure 12: Confirmed incidents (excluding proactive policing), all NTER communities, 2007-2011**



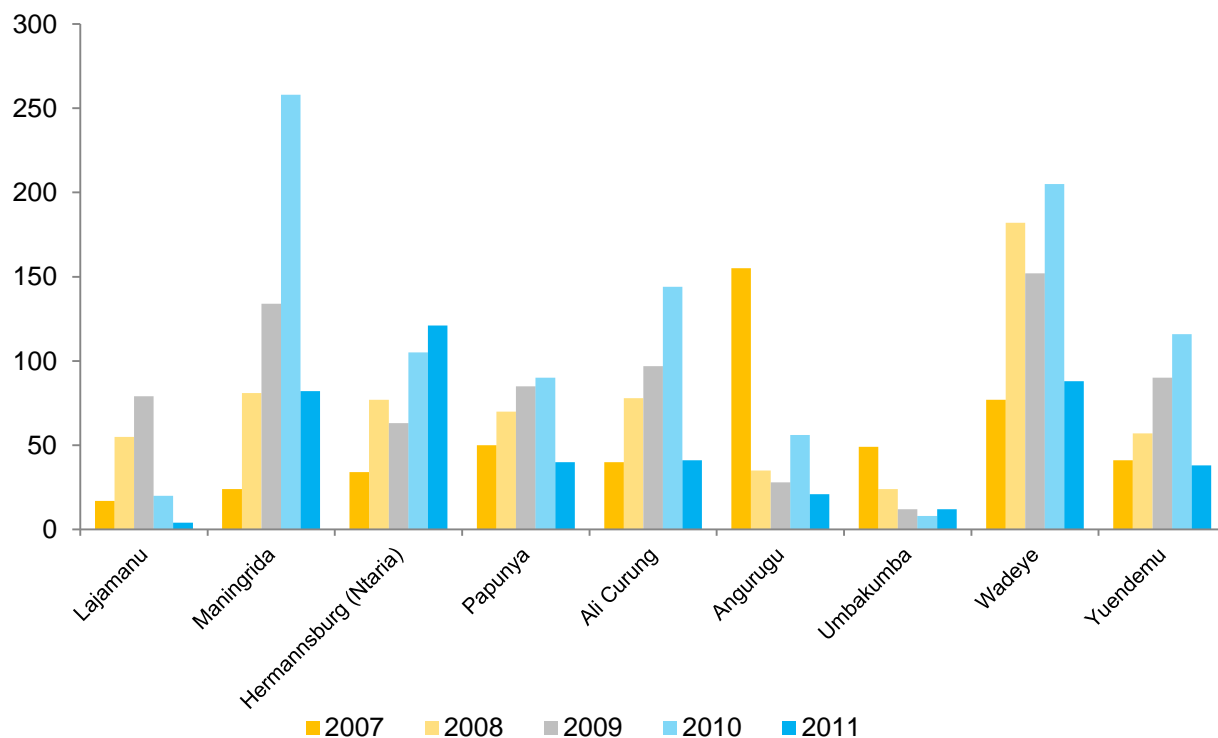
**Figure 13: Confirmed incidents (excluding proactive policing), CEPO communities, 2007-2011**



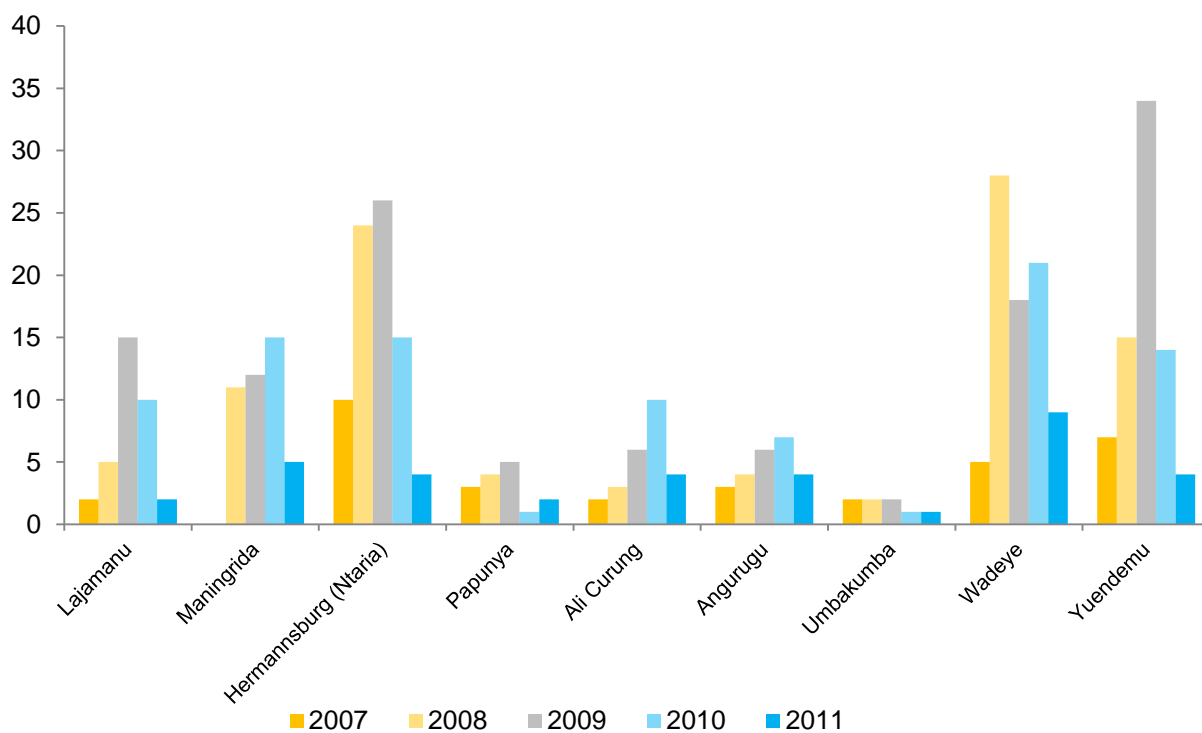
**Figure 14: Proactive policing' category of confirmed incidents, NTER communities, 2007-2011**



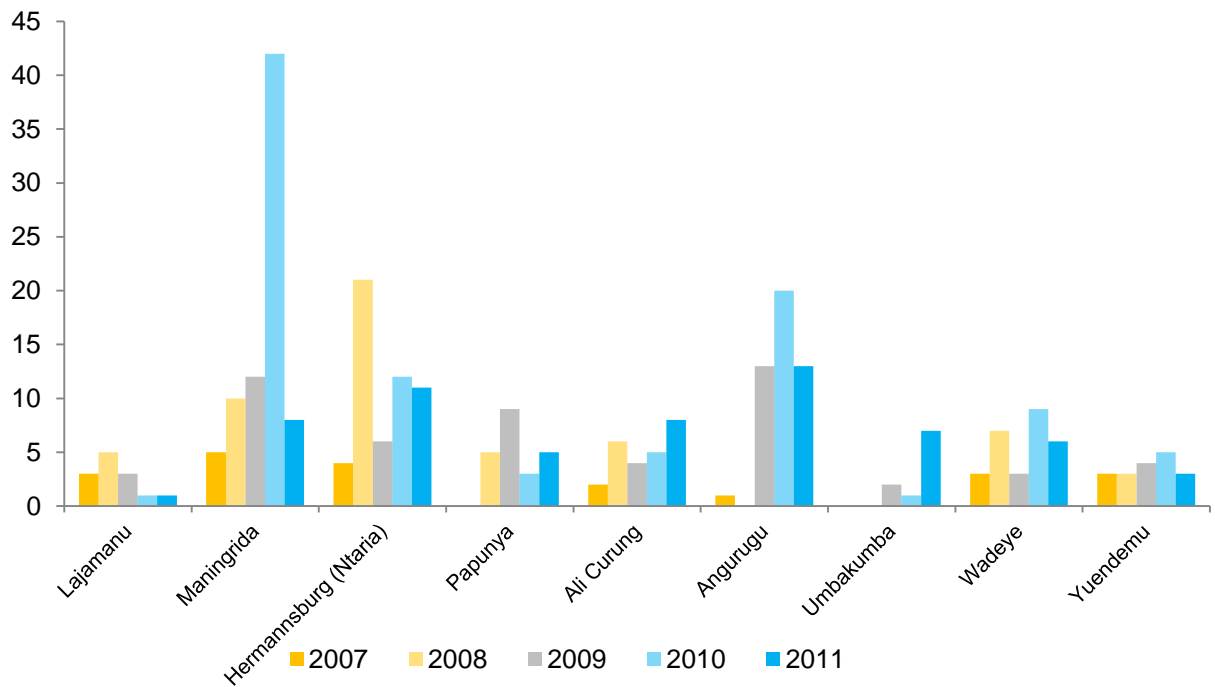
**Figure 15: 'Proactive policing' category of confirmed incidents, CEPO communities, 2007-2011**



**Figure 16: Aggravated assault – confirmed incidents, CEPO communities, 2007-2011**



**Figure 17: Community events – confirmed incidents, CEPO communities, 2007-2011**



**Table 12: Confirmed incident categories, 2007-2011**

	2007	2008	2009	2010	2011	TOTAL
<b>Lajamanu</b>						
Active (miscellaneous)	0	0	0	0	0	0
Anti-social	39	61	134	100	37	371
Emergency	7	12	22	15	7	63
Miscellaneous	7	32	49	44	12	144
Multi-agency	3	9	13	7	6	38
Person	23	54	84	91	43	295
police non-urgent	15	25	46	18	5	109
Proactive policing	17	55	79	20	4	175
Property	10	16	17	22	1	66
Road safety	47	155	82	61	3	348
Road safety (proactive)	54	56	22	7	1	140
Blank				4	1	
Sub-total	222	475	548	389	120	1754
<b>Maningrida</b>						
Active (miscellaneous)		4	6	7	2	19
Anti-social	56	154	276	220	104	810
Emergency	10	38	88	57	29	222
Miscellaneous	16	87	120	124	51	398
Multi-agency	7	21	18	22	15	83
Person	49	147	223	259	103	781
police non-urgent	10	18	20	31	11	90
Proactive policing	24	81	134	258	82	579
Property	10	62	85	83	53	293
Road safety	7	35	64	60	15	181
Road safety (proactive)	3	13	19	60	15	110
Blank	2	0	0	4	1	5
Sub-total	194	660	1053	1188	484	3,579
<b>Hermannsburg (Ntaria)</b>						
Active (miscellaneous)	0	1	1	1	1	4
Anti-social	64	161	124	65	38	452
Emergency	8	9	17	10	4	48
Miscellaneous	13	30	23	45	21	132
Multi-agency	8	19	17	12	12	68
Person	58	96	95	102	55	406
police non-urgent	34	62	74	71	18	259
Proactive policing	34	77	63	105	121	400
Property	28	52	22	36	22	160
Road safety	63	129	128	183	71	574
Road safety (proactive)	71	89	105	69	74	408
Blank	0	2	0	1	2	5
Sub-total	381	727	669	700	439	2916
<b>Papunya</b>						
Active (miscellaneous)	0	1	0	0	0	1
Anti-social	34	53	49	50	20	206
Emergency	6	5	8	8	4	31
Miscellaneous	10	12	30	47	22	121



	2007	2008	2009	2010	2011	TOTAL
Multi-agency	15	21	21	8	0	65
Person	21	35	49	46	19	172
police non-urgent	21	36	40	27	12	136
Proactive policing	50	70	85	90	40	335
Property	4	11	10	17	9	51
Road safety	50	100	76	41	20	287
Road safety (proactive)	26	43	109	122	60	360
Blank	2	0	0	0	1	3
Sub-total	239	389	477	456	207	1,768
<b>Ali Curung</b>						
Active (miscellaneous)	1	0	1	1	0	3
Anti-social	45	49	66	55	17	232
Emergency	4	7	6	13	3	33
Miscellaneous	7	22	30	32	11	102
Multi-agency	13	19	6	21	11	70
Person	23	50	64	86	47	270
police non-urgent	27	49	33	25	10	144
Proactive policing	40	78	97	144	41	400
Property	7	19	13	33	7	79
Road safety	38	33	65	41	14	191
Road safety (proactive)	9	5	31	46	10	101
Blank	0	1	0	1	1	3
Sub-total	214	332	412	498	172	1,628
<b>Angurugu</b>						
Active (miscellaneous)	1	1	0	1	1	4
Anti-social	20	42	32	68	51	213
Emergency	5	9	3	11	8	36
Miscellaneous	34	31	34	57	34	190
Multi-agency	3	6	4	12	4	29
Person	35	59	72	121	57	344
police non-urgent	2	5	3	8	4	22
Proactive policing	155	35	28	56	21	295
Property	21	19	23	45	38	146
Road safety	7	28	46	144	77	302
Road safety (proactive)	11	0	4	3	0	18
Blank	0	0	0	0	0	0
Sub-total	294	235	249	526	295	1,599
<b>Umbakumba</b>						
Active (miscellaneous)	1	0	0	0	0	1
Anti-social	5	5	5	8	3	26
Emergency	1	1	3	5	2	12
Miscellaneous	4	7	12	14	1	38
Multi-agency	2	2	1	1	2	8
Person	9	15	17	16	11	68
police non-urgent	2	3	4	2	1	12
Proactive policing	49	24	12	8	12	105
Property	11	12	9	13	8	53

	2007	2008	2009	2010	2011	TOTAL
Road safety	4	14	32	30	13	93
Road safety (proactive)	2	2	1	0	0	5
Blank	0	0	0	0	0	0
Sub-total	90	85	96	97	53	421
<b>Wadeye</b>						
Active (miscellaneous)	0	2	2	1	1	6
Anti-social	125	186	269	203	86	869
Emergency	13	36	34	25	15	123
Miscellaneous	21	83	46	45	52	247
Multi-agency	12	27	25	24	5	93
Person	48	156	192	172	130	698
police non-urgent	19	22	18	14	8	81
Proactive policing	77	182	152	205	88	704
Property	27	95	128	148	70	468
Road safety	24	97	42	49	21	233
Road safety (proactive)	46	141	113	68	26	394
Blank	0	3	8	5	6	22
Sub-total	412	1030	1029	959	508	3,938
<b>Yuendumu</b>						
Active (miscellaneous)	0	1	1	3	2	7
Anti-social	78	114	97	104	60	453
Emergency	8	13	15	11	14	61
Miscellaneous	19	36	31	41	27	154
Multi-agency	9	7	8	6	12	42
Person	64	82	142	124	55	467
police non-urgent	34	48	64	29	12	187
Proactive policing	41	57	90	116	38	342
Property	36	44	51	51	33	215
Road safety	56	79	109	52	38	334
Road safety (proactive)	98	15	36	57	159	365
Blank	0	1	4	2	1	8
Sub-total	443	497	648	596	451	2,635
<b>Total</b>						
Active (miscellaneous)	10	44	52	48	33	187
Anti-social	1336	2961	3512	2907	1148	11,864
Emergency	200	488	587	553	278	2,106
Miscellaneous	475	1098	1262	1443	690	4,968
Multi-agency	158	400	433	401	225	1,617
Person	1038	2376	3212	3272	1743	11,641
police non-urgent	372	693	784	640	303	2,792
Proactive policing	1397	2929	2931	3372	1945	12,574
Property	400	1047	1123	1233	653	4456
Road safety	637	1542	1673	1592	581	6025
Road safety	813	1087	1071	1236	904	5111

	2007	2008	2009	2010	2011	TOTAL
(proactive)						
Blank	7	22	34	99	44	207
Sub-total	6843	14687	16674	16796	8547	63,548*

\*includes 1 that was blank/blank

**Table 13: Selected confirmed incident type, 2007-2011**

	2007	2008	2009	2010	2011	TOTAL
<b>Lajamanu</b>						
Aggravated assault	2	5	15	10	2	34
Community events	3	5	3	1	1	13
Community meetings	7	13	4	0	0	24
School based events	0	0	3	1	0	4
<b>Maningrida</b>						
Aggravated assault	0	11	12	15	5	43
Community events	5	10	12	42	8	77
Community meetings	3	5	8	4	7	27
School based events	0	2	0	0	2	4
<b>Hermannsburg (Ntaria)</b>						
Aggravated assault	10	24	26	15	4	69
Community events	4	21	6	12	11	56
Community meetings	10	32	18	24	19	113
School based events	1	0	2	1	1	5
<b>Papunya</b>						
Aggravated assault	3	4	5	1	2	15
Community events	0	5	9	3	5	22
Community meetings	1	6	4	3	2	16
School based events	2	0	2	2	0	6
<b>Ali Curung</b>						
Aggravated assault	2	3	6	10	4	25
Community events	2	6	4	5	8	25
Community meetings	13	12	14	18	11	68
School based events	1	4	0	0	1	6
<b>Angurugu</b>						
Aggravated assault	3	4	6	7	4	24
Community events	1	0	13	20	13	47
Community meetings	1	7	7	10	1	26
School based events	16	16	1	2	0	35
<b>Umbakumba</b>						
Aggravated assault	2	2	2	1	1	8
Community events	0	0	2	1	7	10
Community meetings	0	7	7	1	2	17
School based events	11	11	0	2	0	24
<b>Wadeye</b>						
Aggravated assault	5	28	18	21	9	81
Community events	3	7	3	9	6	28
Community meetings	3	15	16	13	10	57
School based events	1	0	5	11	1	18
<b>Yuendumu</b>						

Aggravated assault	7	15	34	14	4	74
Community events	3	3	4	5	3	18
Community meetings	4	4	0	8	1	17
School based events	0	0	0	1	0	1
<b>Total</b>						
Aggravated assault	106	301	349	245	123	1124
Community events	68	261	286	440	188	1243
Community meetings	122	363	294	292	151	1222
School based events	36	248	203	134	113	734
Reassurance patrol	341	766	643	1138	665	3553
Domestic disturbances	623	1359	2052	2140	1120	7394
Criminal damage	121	301	317	365	181	1285
DVO breach	61	131	128	234	89	643

\*Shaded incident types – other ‘potential indicators’; seeing what the trends are over the 5 years

**Table 14: DVO breach incidents, CEPO communities, 2007-2011**

	2007	2008	2009	2010	2011	Total
Lajamanu	3	1	2	3		9
Maningrida	3	3	5	8	9	28
Hermannsburg (Ntaria)		8	7	14	7	36
Papunya	1	3	1	2	1	8
Ali Curung	5	5	11	4	6	31
Angurugu	3	3		8	5	19
Umbakumba		1		1	1	3
Wadeye	4	4	5	5	7	25
Yuendumu	6	7	14	11		38

\*Shaded rows=female CEPO second half of 2011

### 8.3. Attachment 2 – 2011-12 data

Key confirmed incident types (total n of type categories =c. 164) – aggravated assault, domestic disturbance, drug offence, reassurance patrol. Note: also looked at ‘field intelligence report’ – total n=10 (1 at Ali Curung) and at ‘Night Patrol attendance’ – total n=4 (1 at Lajamanu).

**Table 15: Selected confirmed incident types, CEPO communities, total number, 2010-2011**

	Aggravated assault	Domestic disturbance	Drug offence	Reassurance patrol
Ali Curung	2	68	2	22
Angurugu	11	104	8	60
Hermannsburg (Ntaria)	16	76	3	112
Lajamanu	1	34	0	28
Maningrida	9	342	24	55
Papunya	6	47	0	73
Umbakumba	3	18	1	11
Wadeye	20	294	10	268
Yuendumu	11	83	2	73
Total (all NTER remote communities)	306	3,279	160	2,847

c= community events and community meetings combined numbers recorded for the month. Dv=breaches of domestic violence orders

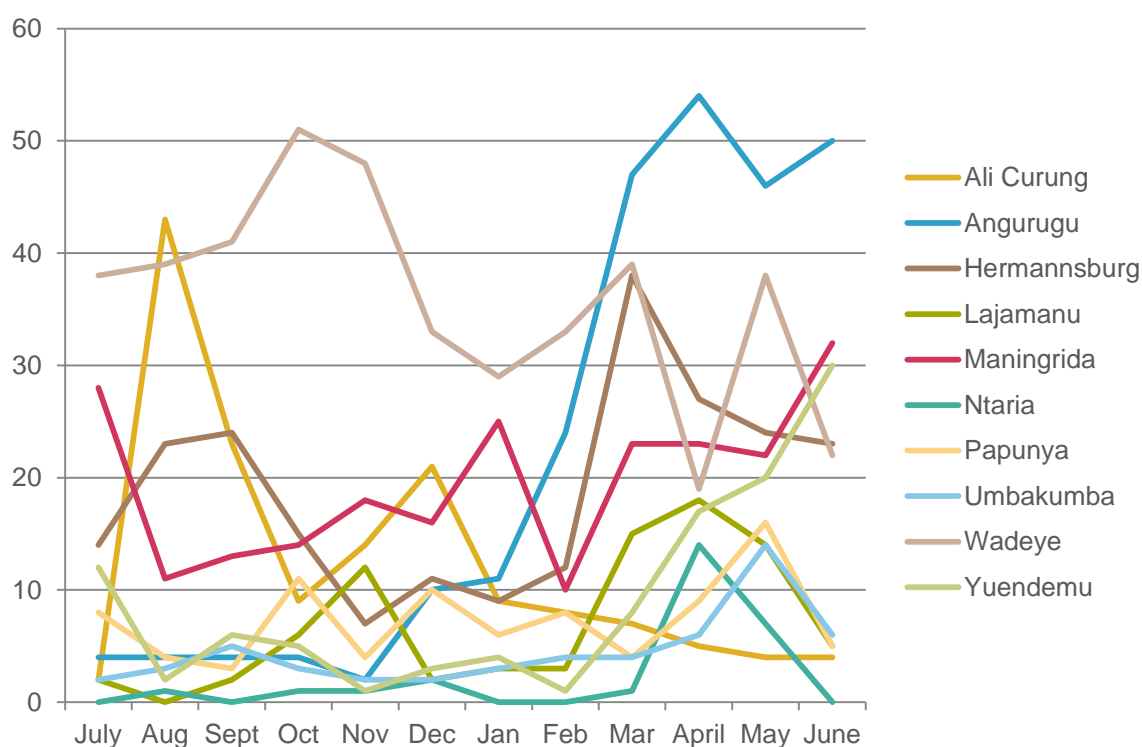
**Table 16: Selected confirmed incident types, CEPO communities, monthly numbers, 2010-2011**

	July		Aug		Sept		Oct		Nov		Dec		Jan		Feb		Mar		April		May		June	
	c	d v	c	d v	c	d v	c	d v	c	d v	c	d v	c	d v	c	d v	c	d v	c	d v	c	d v	c	d v
Ali Curung	0	3	4	1	3	1	3	1	3	2	3	0	0	1	2	1	0	0	2	1	0	1	0	1
Angurugu	3	1	2	0	2	1	0	0	0	2	0	0	2	3	1	3	4	1	3	1	3	3	3	0
Hermannsburg (Ntaria)	1	1	4	1	2	2	3	0	1	0	5	2	3	0	1	0	2	0	4	0	7	0	1	0
Lajamanu	1	0	0	0	2	0	3	0	6	0	1	0	3	0	3	0	2	1	3	1	6	0	1	1
Maningrida	3	0	1	0	3	0	7	0	3	0	8	2	6	3	3	1	8	1	3	3	2	3	1	0
Papunya	2	0	2	0	0	0	2	0	0	0	2	0	1	0	2	2	1	0	2	0	3	0	1	0
Umbakumba	2	0	2	0	3	0	1	0	2	0	0	0	0	0	4	0	2	0	3	0	6	0	2	0
Wadeye	2	2	5	1	4	0	10	3	4	1	5	1	1	1	7	2	6	1	1	1	2	2	3	0
Yuendumu	1	0	0	2	0	0	0	0	0	1	0	1	0	0	0	0	0	0	0	0	0	3	1	0

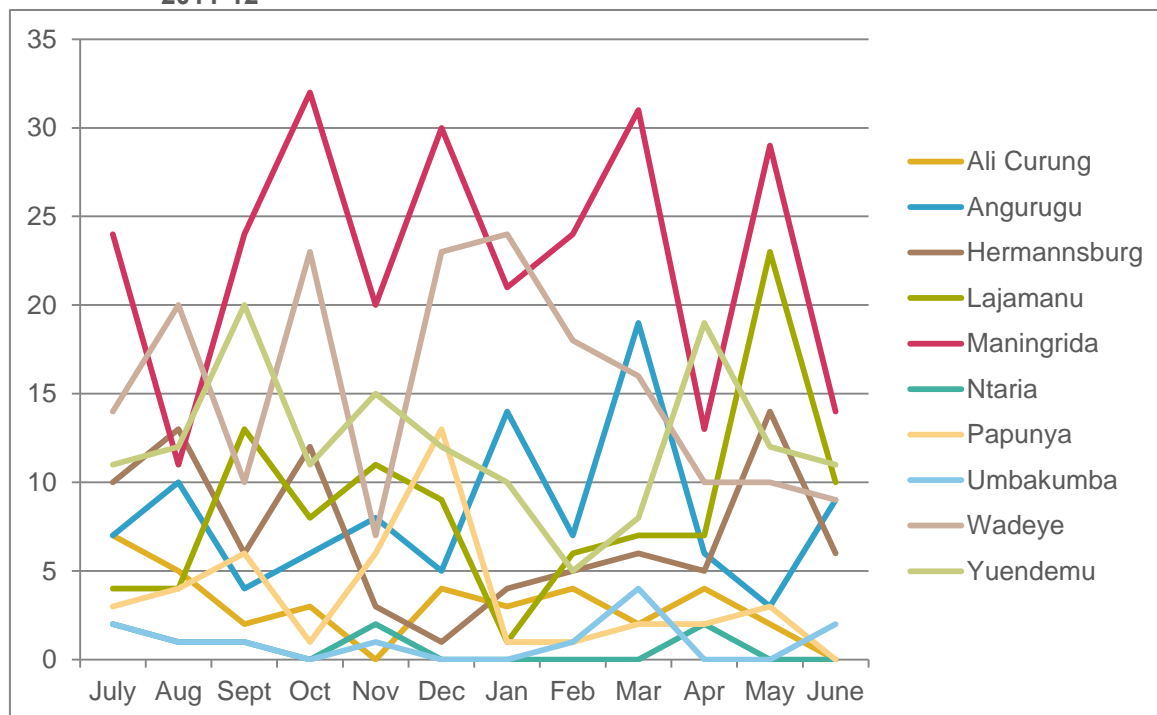
**Table 17: Confirmed incident category – proactive policing, monthly totals, 2011-12**

	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	June	total
Ali Curung	2	43	23	9	14	21	9	8	7	5	4	4	149
Angurugu	4	4	4	4	2	10	11	24	47	50	46	50	260
Hermannsburg	14	23	24	15	7	11	9	12	38	27	24	23	227
Lajamanu	2	0	2	6	12	2	3	3	15	18	14	5	82
Maningrida	28	11	13	14	18	16	25	10	23	23	22	32	235
Papunya	8	5	3	12	5	12	6	8	5	23	23	5	115
Umbakumba	2	3	5	3	2	2	2	4	4	6	14	6	53
Wadeye	38	39	41	51	48	33	29	33	39	19	38	22	431
Yuendumu	12	2	6	5	1	3	4	1	8	17	20	30	109
Total (for all remote NTER communities)													6583

**Figure 18: Proactive policing confirmed incidents, CEPO communities, monthly totals, 2011-12**



**Figure 19: Anti-social confirmed incidents, CEPO communities, monthly totals, 2011-12**



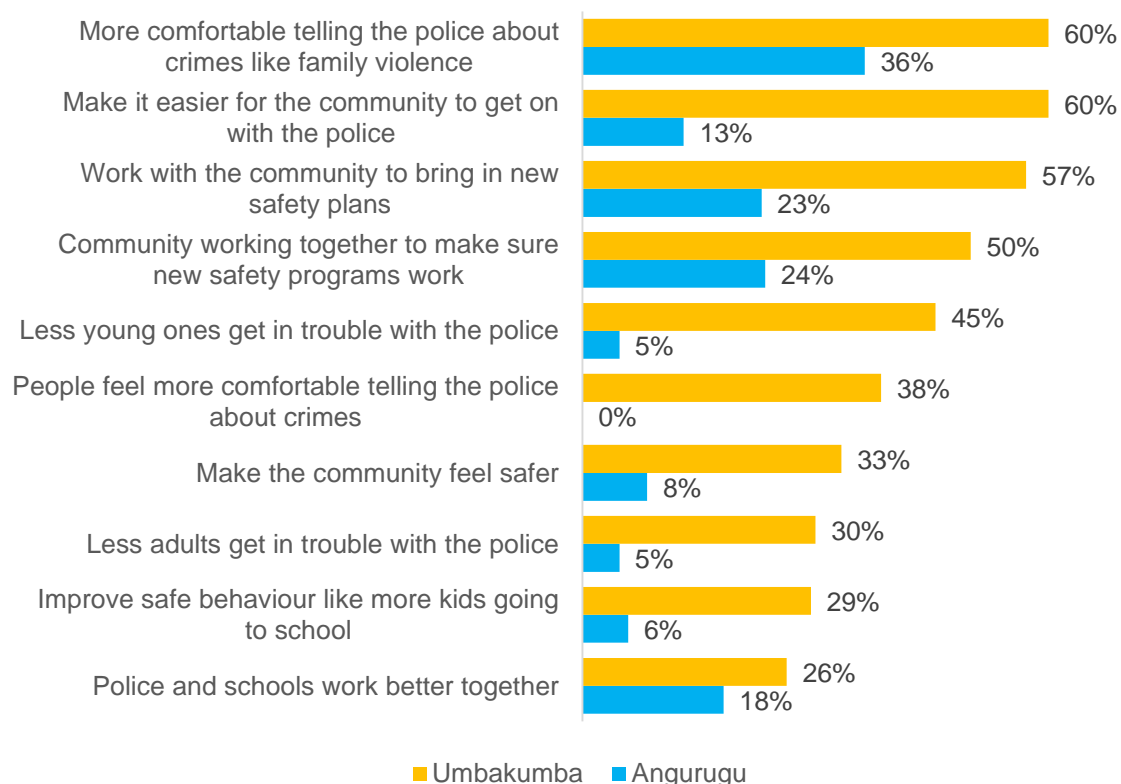
## 9. Appendix D: Groote Eylandt comparison

Whilst treated as a single pilot site in the Impact Survey, Groote Eylandt is in fact made up of two distinct communities, Angurugu and Umbakumba. It is known from the qualitative research that these communities are different in their demographic and socio-graphic make up; and that they received different levels of CEPO activity. To provide a perspective on the perceptions of these two communities, the responses of members from each community is shown in the figure below.

Perceptions of positive impacts from CEPO were far higher for members of Umbakumba compared with those in Angurugu. Compared with Umbakumba, a greater proportion of community members in Angurugu gave 'often' and 'very often' responses for every question in the questionnaire. Of particular note was the question relating to 'improvements to information provided to police' where no Angurugu community members provided this positive response.

Based on these findings, it would appear that Angurugu was particularly under-served by CEPO.

**Figure 20: Ratings for the communities of Angurugu and Umbakumba**



Bases:  
Angurugu: n=28  
Umbakumba, n=19



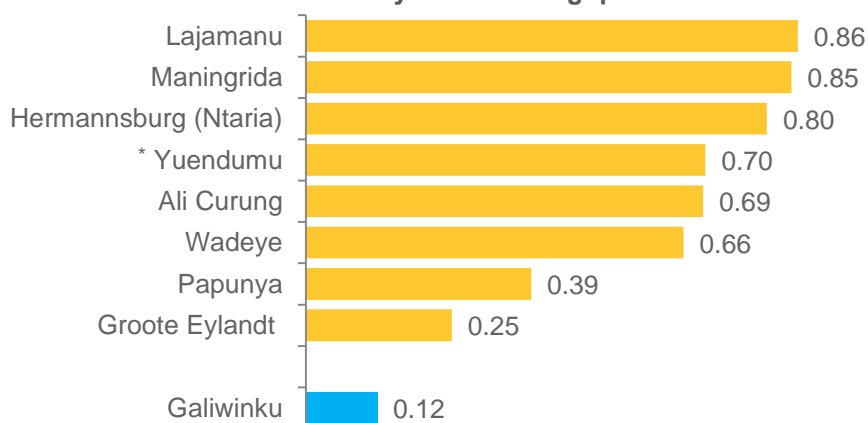
# 10. Appendix E: Index scores

Index scores were calculated for each community to provide an overall measure of the impact of CEPO across the Territory. The index scores were calculated by:

- Removing all 'don't know' and 'not specified' responses and missing data to leave only the responses from people who provided a score for each of the ten rating questions – as such, the index scores provide an assessment of only those community members who held an opinion and thus presumably had contact with CEPO officers or knew of their work;
- Calculating a score ranging zero to one by adding together the positive responses of 'often' and 'very often';
- Adding these positive scores together across the ten questions, then dividing by ten to provide a single score;
- As such the maximum possible index score is one – that would indicate that all respondents answered 'often' or 'very often' for all questions, the minimum possible score is zero indicating that no respondents answered 'often' or 'very often' for any of the questions.

The figure below lists these index scores for each community ranked highest to lowest. The highest index scores were observed for the CEPO communities of Lajamanu (0.86), Maningrida (0.85) and Hermannsburg (Ntaria) (0.80). The lowest scores were observed for Wadeye (0.66), Papunya (0.39) and Groote Eylandt (0.25). By far the lowest index scores were observed for Galiwinku (0.12) – the community that was not exposed to CEPO activities. This large gap in scores between CEPO and non-CEPO communities is another source of evidence for the overall impact that the CEPO program has had on the communities in which it operates (noting that there was only one comparator community).

**Figure 21: Index scores for each community across rating questions**



\* NOTE: The Index scores presented here exclude 'Don't Know' responses. Therefore, some scores may be inflated for communities with high proportions of 'Don't Know' responses. In particular, Yuendumu had a high proportion of such responses and as such has a slightly inflated index score.

Lajamanu n= 54  
Yuendumu n= 52  
Galiwinku n= 76

Ali Curung n=24  
Groote Eylandt n= 58

Hermannsburg (Ntaria) n=33  
Maningrida n= 77

Papunya n=15  
Wadeye n= 84

## 10.1. Indicative data matching measures: Summary

### Conclusions

- Based on CEPO reporting, CEPO activity does not seem to have been distributed in accordance with the population of communities. That is to say, larger population centres did not receive more CEPO activity and correspondingly, smaller centres did not receive correspondingly less CEPO activity. In fact, CEPO activity was relatively evenly distributed across communities regardless of population. Future planning for CEPO could accommodate population size and thus target larger population centres.
- In a similar fashion, the distribution of CEPO activity did not appear to correspond to crime rates in each community. Those communities who reported higher rates of crime did not receive a higher level of CEPO activity (one might expect that it is these communities that are in most need of CEPO activity).
- The findings in the above two paragraphs should be interpreted with caution as it is also possible that variation in activity levels across communities is a function of differences in the quantity and quality of CEPO activity reporting for different CEPO officers.
- Communities' perception of the impact of the CEPO does not appear to be related to the amount or nature of CEPO activity in their community. Little or no relationship was observed between perceived impacts and the number of CEPO days in community; nor to the mix of different CEPO activities in terms of crime reduction, community service and so on. It is likely that differences in perceived impacts is due to the quality of activities provided by individual CEPO officers, rather than the sheer quantity of activity.

## 10.2. Indicative data matching measures

A number of analyses were undertaken using multiple sources of data which was 'matched' and contrasted. These analyses were performed to answer evaluation questions such as:

- How has the CEPO allocated resources and activities in terms of the distribution of the population in each community, i.e., were more CEPO activities undertaken in (relatively) densely populated areas and correspondingly fewer activities undertaken in less populous areas?
- How effective was the CEPO trial in targeting communities with a high number of police incidents, presumably, the communities in most need of a CEPO?
- Is there a relationship between the quantity or mix of CEPO activities and perceived impact in communities, i.e. did communities who received more CEPO activity perceive a greater/more positive impact?
- How well have CEPO activities been captured in reported using mechanisms such as CEPO specific reports and general databases such as PROMIS?

The data sets used for these matched analyses were:

- The Impact Survey designed and administered by CBSR for this evaluation.
- PROMIS incident data provided by the NT Police.
- 2011 ABS population statistics for each community.

These analyses are subject to a set of very strong caveats and the reader should note that any findings and conclusions arising from the analysis is **indicative only**. The evidence provided in this chapter should not be read or acted on in isolation. Rather, the findings presented in the following pages should be read in conjunction with other sources of evidence presented in this report. The caveats that affect the comparisons presented in this chapter are as follows.



- The three data sets listed above were not designed to be used together. Therefore, some adjustment had to be made to each data set such that the data could be viewed side-by-side. While these adjustments do not completely invalidate these comparative measures, the three sets of data will not perfectly align as they would for two measures taken from a single data set.
- Evidence from the qualitative research suggests that PROMIS data is affected by inconsistent and incomplete reporting across CEPOs and communities. That is, the way in which CEPOs report data varies from person-to-person; and it suspected that not all CEPO activity is reported.

As is stated above, these caveats mean that all findings presented in the following pages should be treated as **indicators**, not as a definitive account of activities and outcomes for CEPO.

### 10.3. Distribution of CEPO activities by population

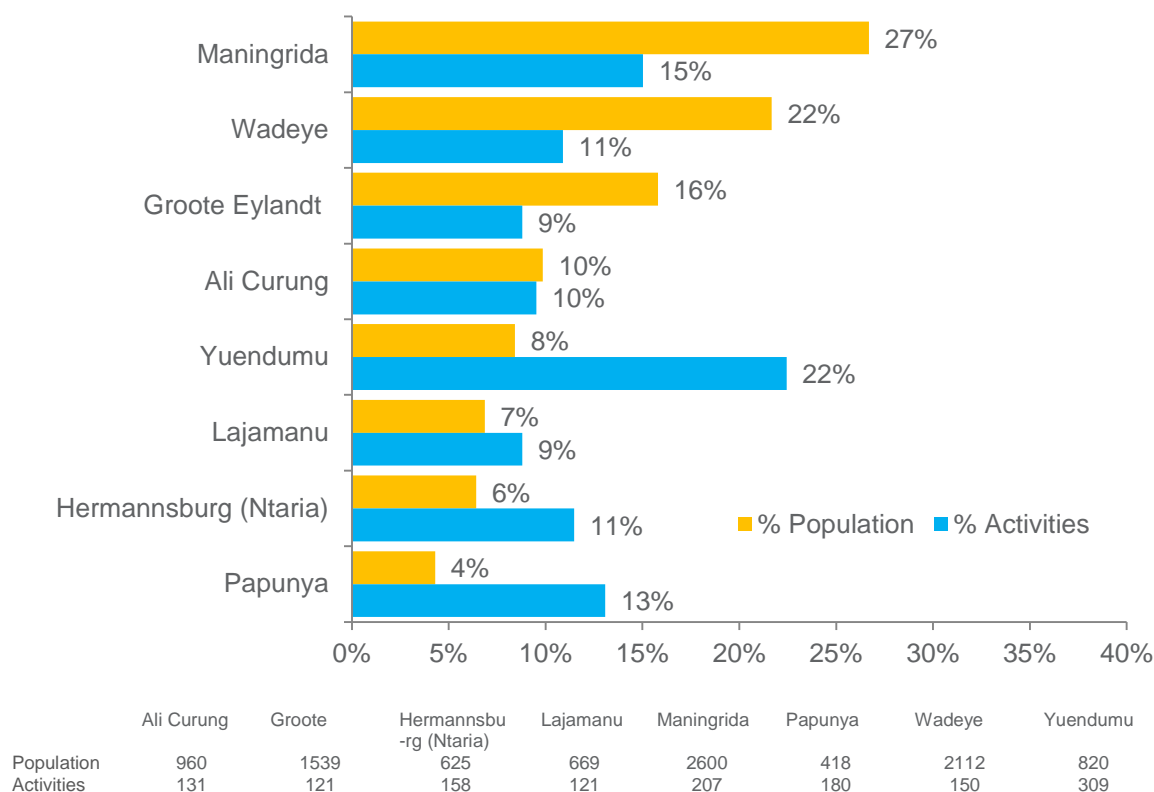
It is possible that to be effective, CEPO activities should be planned and allocated in accordance with the distribution of the population within each community. That is, larger communities should presumably require a larger number of CEPO activities given their larger populations and vice-versa. Based on the findings presented in Figure 22, this does not appear to have been the case – there is little correspondence between CEPO activity and size of population in each community.

The figure below comprises two components:

-  The orange bar represents the proportion of the total population in each community, for example, 27% of the total population targeted by CEPO live in Maningrida; and
-  The blue bar represents the proportion of all reported CEPO activity that took place in each community, for example, 15% of all CEPO activity was reported to have taken place in Maningrida.

Based on consideration of these two sets of proportions, it would appear that the amount of CEPO activity in each community is not related to the population of each community. For example, Maningrida comprises 27% of the population, yet only received 15% of CEPO activity. Conversely, Yuendumu comprises only 8% of the total population, yet received 22% of all CEPO activity. These findings suggest that CEPO activities were not developed on the basis of population, but rather in an opportunistic fashion. It is also possible that CEPO officers in different communities maintained more complete activity reports than others.

**Figure 22: Distribution of CEPO activities by population**



## 10.4. Distribution of CEPO activities by police incidents

If CEPO was not implemented in accordance with population distribution, then it would perhaps have been appropriate to distribute CEPO activities in accordance with reported crime rates in each community. That is, a greater level of activity in communities most affected by crime and thus presumably in most need of CEPO and vice-versa. As per the analysis of population presented on the previous page, this approach to resource allocation does not appear to have occurred.

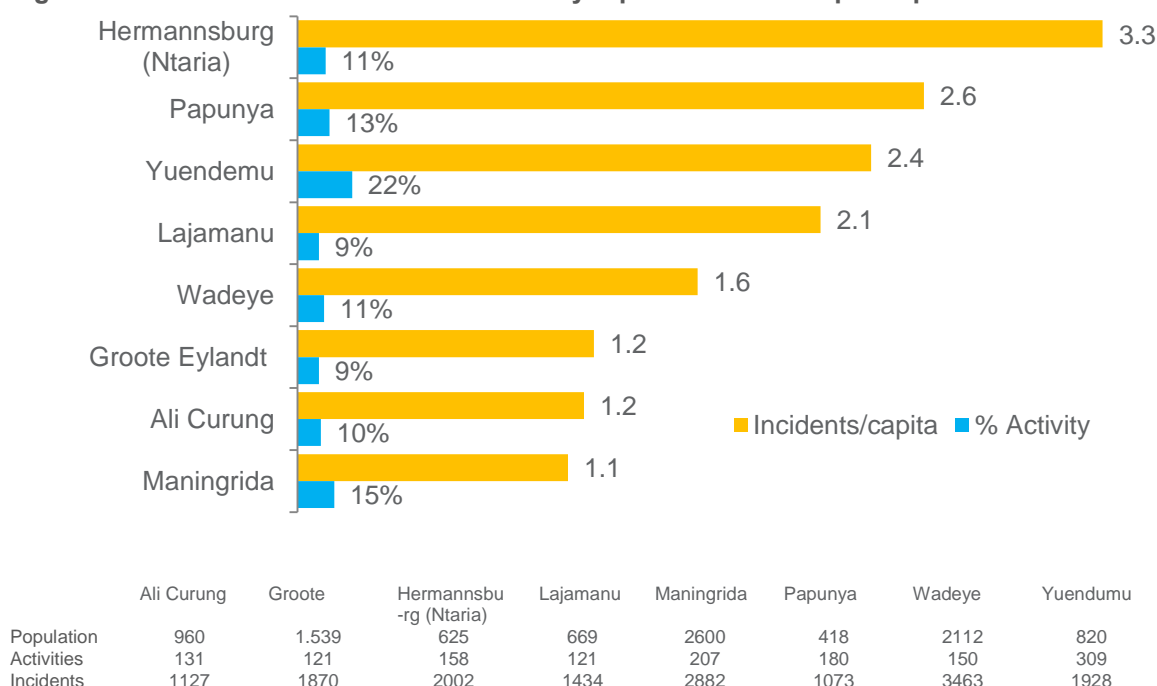
Figure 23 below comprises two components:

- The orange bar represents reported incidents for each community in terms of the number of reported police incidents per capita (based on PROMIS 2007-2011), for example, there were 3.3 reported incidents for every person in Hermannsburg; and
- The blue bar represents the proportion of all reported CEPO activity that took place in each community, for example, 11% of all CEPO activity was reported to have taken place in Hermannsburg.

The findings presented below suggest that in fact, CEPO activity was relatively evenly distributed across the communities ranging 9-15% of total activity taking place in each community (with the exception of Yuendumu, where 22% of all activity was reported). However, reported incidents in each community were not so evenly distributed. For example the incident rate per capita in Hermannsburg (Ntaria) was very high at 3.3, yet Hermannsburg (Ntaria) received only 11% of all CEPO activity. This proportion of activity is almost identical to the 10% of CEPO activity reported in Ali Curung, where the incidents per capita was only 1.2. Again, this lack of association between activity and reported incidents suggests an opportunistic rather than a planned approach to

resource allocation. As per the previous findings, it is also possible that these differences are simply due to variation in the ways that CEPO officers record their activities.

**Figure 23: Distribution of CEPO activities by reported incidents per capita**



## 10.5. CEPO activity levels and perceived impacts

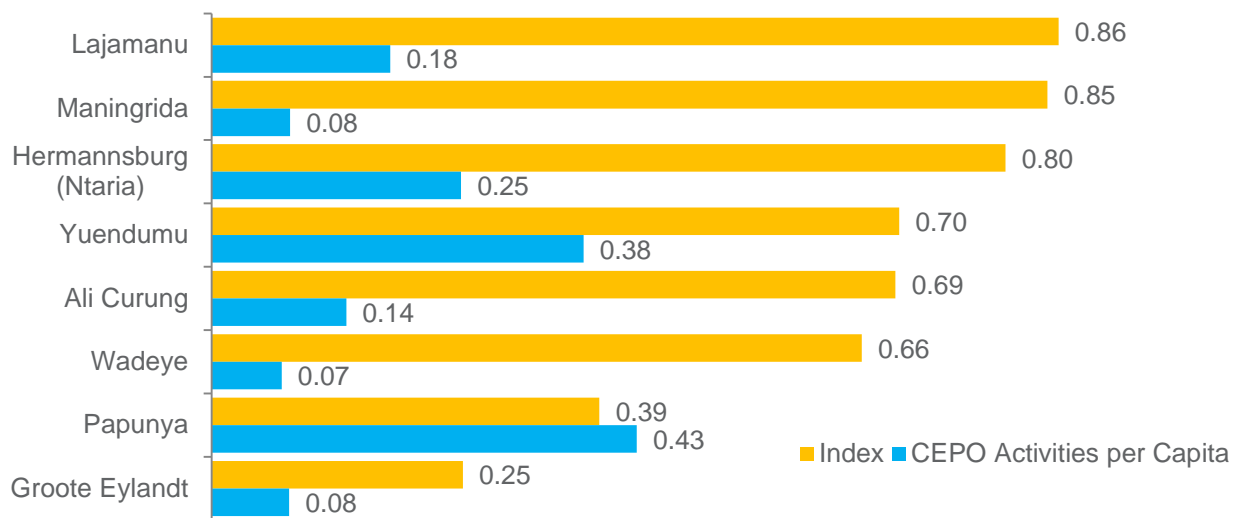
It could be hypothesised that communities who received a greater level of CEPO activity would perceive a greater impact in their community. Based on reported activities and the CBSR impacts survey, this appears not to have been the case.

The figure below comprises two components:

- The orange bar represents the index scores for each community based on the Colmar Brunton Impact Survey (refer to Page 121 for more information), for example, the residents in Lajamanu gave an overall index score of 0.86;
- The blue bar represents the number of reported CEPO activities per capita in each community, for example there were 0.18 reported CEPO activities for every person living in Lajamanu.

These findings illustrate that little relationship exists between the number of CEPO activities in each community (adjusted for community size using the per-capita calculation) and the perceived impact of these activities. For example, people in Lajamanu perceived a high impact of CEPO activities in their community (index score 0.86). However, this community only received a relatively small number of activities given its size (0.18 activities). Conversely, people in Papunya perceived a far lower level of impact in their community (index score 0.39), yet received a relatively high level of activity (0.43 activities per capita). This finding suggests that it is not the quantity of CEPO activity that affects perceived impacts, but perhaps the quality of these activities.

**Figure 24: CEPO activity levels and perceived impacts**



\* NOTE: The Index scores presented here exclude 'Don't Know' responses. Therefore, some scores may be inflated for communities with high proportions of 'Don't Know' responses. In particular, Yuendumu had a high proportion of such responses and as such has a slightly inflated index score.

	Ali Curung	Groote Eylandt	Hermannsburg (Ntaria)	Lajamanu	Maningrida	Papunya	Wadeye	Yuendumu
Population	960	1539	625	669	2600	418	2112	820
Activities	131	121	158	121	207	180	150	309

## 10.6. Days duty in community and perceived impacts

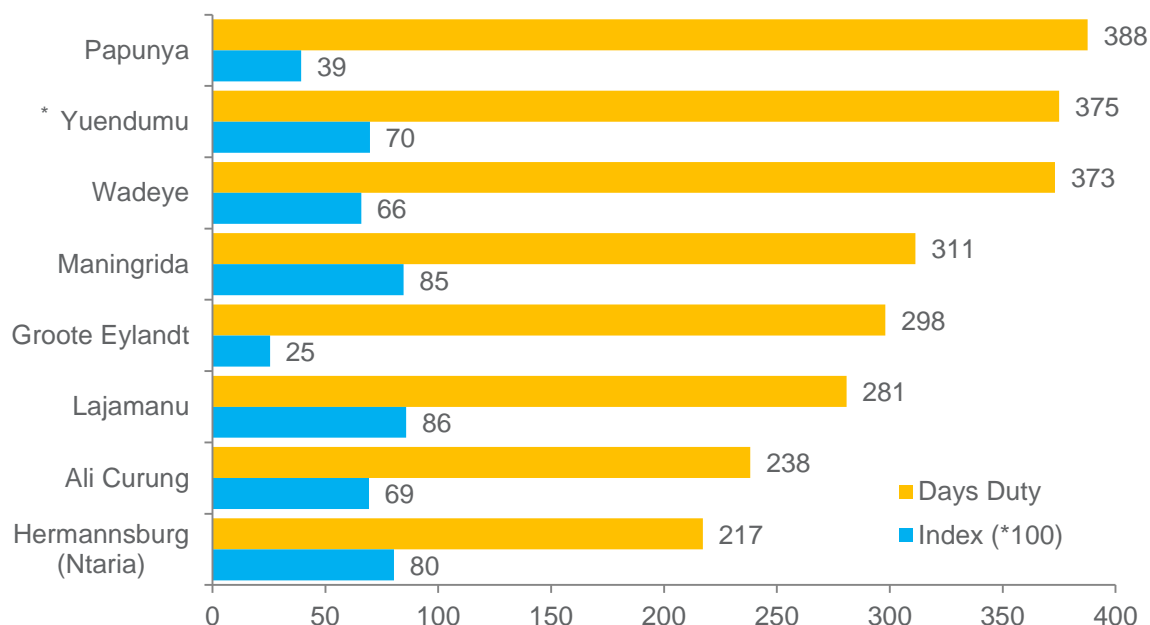
CBSR was provided with data pertaining to how long CEPO officers were employed in each community ('on duty'). The data included information about start and end dates for each officer and the number of days each officer took as leave. To calculate the total number of days on duty, CBSR calculated the number of days between start and finish dates, subtracted the number of leave days from this number; then adjusted this number to account for the work cycle of a CEPO officer – nine days in community for every fifteen days. The figure below comprises two components:

- The orange bar represents the total days on duty in community for officers in each community – for example, the CEPO officer in Papunya was on duty for 388 days;
- The blue bar represents the index scores for each community based on the CBSR Impact Survey (refer to Page 121 for more information), for example, the residents of Papunya gave an overall index score of 39 (the index scores have all been multiplied by 100 such that the scores can be compared side by side with the count of days).

Based on these calculations, it would appear that the number of days on duty in each community is not related to perceived impacts. For example, the CEPO in Papunya spent 388 days on duty, yet residents in Papunya gave a relatively low index score of 39. Conversely, the CEPO in

Hermannsburg (Ntaria) spent only 217 days on duty, yet residents gave a relatively high index score of 80. These scores are presented in the chart below<sup>14</sup>.

**Figure 25: Days duty in community and perceived impacts**



\* NOTE: The Index scores presented here exclude 'Don't Know' responses. Therefore, some scores may be inflated for communities with high proportions of 'Don't Know' responses. In particular, Yuendumu had a high proportion of such responses and as such has a slightly inflated index score.

	Ali Curung	Groote Eylandt	Hermannsburg (Ntaria)	Lajamanu	Maningrida	Papunya	Wadeye	Yuendumu
Responses	24	58	33	54	77	15	84	52

## 10.7. Mix of CEPO activities and perceived impacts

If it is not the quantity of CEPO activity that affects perceived impacts, then perhaps it could be the mix of activity that impacts on community perception. For example, it could be possible that communities that received a greater level of customer service activities and a lower level of crime reduction activities perceived a greater level of impact than communities that received only crime prevention activities. Once again, analyses across the data sets available for this evaluation suggest that this is not the case. The figure below comprises two components:

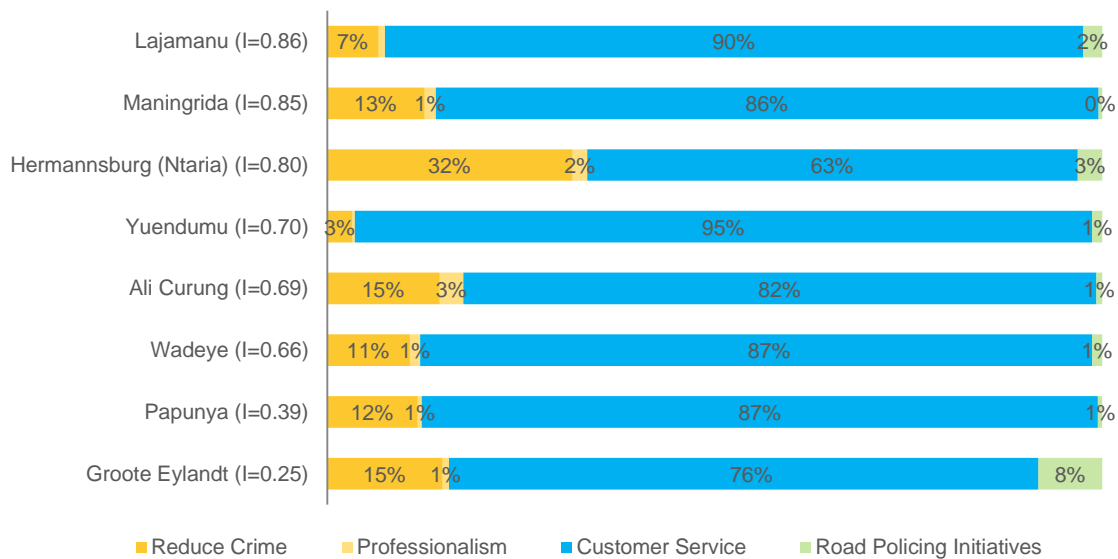
- The stacked orange, red and green bars represent the proportion of CEPO activity that was related to crime reduction, professionalism, customer service and road policing, for example, in Lajamanu, all CEPO activity was made up of:
  - 7% crime reduction activities.
  - Less than 1% professionalism activities.
  - 90% customer service activities.
  - 2% Road policing activities.

<sup>14</sup> Detailed information and commentary for each CEPO officer in relation to days on duty was provided above in Table 6: Days in community.

- The number in brackets next to the label for each community (I=) is the index score for each community based on the CBSR Impact Survey (refer to Page 122 for more information) – the bars are ranked in descending order based on these numbers.

The proportional allocation of CEPO activity showed little variation community by community – most communities received 80%-90% customer service activities and 10%-15% crime reduction activities. The one exception being Hermannsburg (Ntaria), where a relatively high proportion of crime reduction activities was recorded. These findings also demonstrate a lack of relationship between activity mix and perceived impact. Those communities where high levels of impacts were recorded in the CBSR Impact Survey received much the same mix of services as those communities who reported lower perceived impacts.

**Figure 26: Mix of CEPO activities and perceived impacts**



\* NOTE: The Index scores presented here exclude 'Don't Know' responses. Therefore, some scores may be inflated for communities with high proportions of 'Don't Know' responses. In particular, Yuendumu had a high proportion of such responses and as such has a slightly inflated index score.

	Ali Curung	Groote Eylandt	Hermannsburg (Ntaria)	Lajamanu	Maningrida	Papunya	Wadeye	Yuendumu
Responses	24	58	33	54	77	15	84	52
Activities	131	121	158	121	207	180	150	309

## 10.8. Quality of PROMIS data capture

CEPO officers are required to record their activities in the PROMIS system under two differing recording and reporting modules. CBSR was provided activity reporting data sets for all CEPO officers from both systems by the NT Police (30 September – 31 March 2012) – see Tables 18 and 19 overleaf.

Consideration of reported activities between these two modules revealed a very high level of discrepancy.

The table on the following page is presented in three parts:

- All activity reported for all CEPO officers for each community plus total reported activity under the classifications of crime reduction, professionalism, customer service and road policing (as per the analysis presented on the previous page);



- All activity reported by CEPO officers using the PROMIS system –PROMIS uses a different classification system to CEPO reporting and was thus recoded such that the categories of activities matched (noting that ‘professionalism’ which exists in CEPO reporting has no analogue in the PROMIS system); and
- The difference between activity reported between these two modules in the PROMIS system.

Based on analysis of differences in the data reported in the two modules, it would appear that activity was almost uniformly under-reported in module 2.

At the total level, 1,377 activities were reported in module 1, whereas only 223 activities were reported in module 2. Particularly high levels of discrepancy were noted for Yuendumu and for activities relating to customer service. Differences in reported numbers for all activities across all communities are tabulated below.

These findings strongly suggest the need to review reporting requirements for CEPO to:

- Reduce duplication of effort between the two reporting modules in the PROMIS system by linking the two modules such that information that is entered into one is automatically transposed to the other. This will make it easier to extract data.
- Ensure that CEPOs understand the nature of the reporting systems and how to enter activity reports in a consistent manner.

**Table 18: Quality of CEPO and PROMIS data capture**

Module 1 CEPO PROMIS reported data									
	Ali Curung	Groote Eylandt	Hermannsburg (Ntaria)	Lajamanu	Maningrida	Papunya	Wadeye	Yuendumu	Total
Reduce Crime	19	18	50	8	26	21	16	10	168
Professionalism	4	1	3	1	3	1	2	1	16
Customer Service	107	92	100	109	177	157	130	294	1,166
Road Policing Initiatives	1	10	5	3	1	1	2	4	27
Total	131	121	158	121	207	180	150	309	1,377

Module 2 CEPO PROMIS reported data									
	Ali Curung	Groote Eylandt	Hermannsburg (Ntaria)	Lajamanu	Maningrida	Papunya	Wadeye	Yuendumu	Total
Reduce Crime	7	8	7	13	50	12	23	9	129
Customer service	6	6	6	13	25	1	15	4	76
Road Policing Initiatives	6	-	6	2	-	-	4	-	18
Total	19	14	19	28	75	13	42	13	223

Difference between Module 1 and 2 PROMIS data									
	Ali Curung	Groote Eylandt	Hermannsburg (Ntaria)	Lajamanu	Maningrida	Papunya	Wadeye	Yuendumu	Total
Reduce Crime	12	10	43	-5	-24	9	-7	1	39
Professionalism	na	na	na	na	na	na	na	na	na
Customer Service	101	86	94	96	152	156	115	290	1,090
Road Policing Initiatives	-5	10	-1	1	1	1	-2	4	9
Total	108	106	136	92	129	166	106	295	1,154

**Table 19: Detailed list of CEPO Activity**

	Ali Curung	Groote Eylandt	Hermannsburg (Ntaria))	Lajamanu	Maningrida	Papunya	Wadeye	Yuendumu	Total
<b>Reduce Crime</b>									
Youth Diversions conducted		1	1	1				1	4
Drug, alcohol, substance abuse, crime, anti-social behaviour sessions	1	2	2		6	10	8	4	33
Community crime reduction sessions			20		3	2	2		27
Community safety plan coordinator sessions	18	15	27	7	17	9	6	5	104
Subtotal	19	18	50	8	26	21	16	10	168
<b>Professionalism</b>									
OSTT First Aid									0
Professional development courses & training activities	4	1	3	1	3	1	2	1	16
Subtotal	4	1	3	1	3	1	2	1	16
<b>Customer Service</b>									
Community Engagement Sessions	54	32	35	29	125	78	63	122	538
Community Partnerships (key stakeholder) sessions	31	48	63	60	51	42	51	119	465
Media articles submitted			1		1				2
Combating truancy (school attendance patrols)	22	12	1	20		32	16	36	139
Combating truancy (truancy notices issued)						1		15	16
NTES community volunteer unit coordination sessions						4		2	6
Subtotal	107	92	100	109	177	157	130	294	1166
<b>Road Policing Initiatives</b>									
Road Safety Education sessions	1	10	2	2	1	1		4	21
Road Safety Enforcement activities			3	1			2		6
Subtotal	1	10	5	3	1	1	2	4	27
<b>Total</b>	<b>131</b>	<b>121</b>	<b>158</b>	<b>121</b>	<b>207</b>	<b>180</b>	<b>150</b>	<b>309</b>	<b>1377</b>

# 11. Appendix F: School attendance and enrolments

## Conclusions

- Based on consideration of enrolment and attendance figures for each community over a four year span, the introduction of a CEPO did not appear to prompt a generalised increase in either measure, but there were some increases.
- For example, in Lajamanu, there was a marked increase in attendance after the introduction of the CEPO and in Wadeye there were rises in attendance and enrolments in 2011 and falls in 2012. These correlate with the CEPOs efforts in this area. In addition, rises in attendance also occurred in Maningrida. The only communities that experienced an increase in enrolments were Papunya and as aforementioned possibly Wadeye in 2011.

Data pertaining to school enrolments and attendance at each CEPO community was plotted between 2009 and 2010 (a baseline measure) through to 2011 and 2012 (the time of CEPO implementation - a comparative outcome measure) to obtain an indication of the CEPOs impact on school attendance. These data were acquired through the publically available information at the national MySchool website (<http://www.myschool.edu.au/>).

The student attendance rate is collected by schools and supplied for an agreed comparative period during the school year. The student attendance rate is the total (aggregated) attendance rate across year levels 1 to 10 for the relevant school. It refers to the number of actual student days attended during the period as a percentage of the number of possible student days attended during the period. Definitions and the method of collection may vary across states and territories. (For more information refer to the MySchool website at: <http://www.myschool.edu.au/AboutUs/Glossary>.)

## 11.1. Attendance

In terms of attendance for each community:

- In Yuendumu, school attendance had been declining steadily in the years up to 2011 (56% down to 38%), which then stabilized in 2012 (40%).
- In Ali Curung, attendance increased consistently between 2009 and 2012 (48% to 60%).
- In Hermannsburg (Ntaria), attendance was stable between 2009 and 2010 (73% for both years) but then declined sharply thereafter to 2012 (56%).
- In Wadeye, attendance fluctuated over the four years with an overall downward trend to a low in 2012 (57% down to 40%).
- In Maningrida, attendance was steady in 2009 and 2010 (39% to 38%) then commenced a steady increase to 2012 (to 53%).
- In Lajamanu, attendance dropped slightly between 2009 and 2011 (55% to 42%), a trend that reversed in 2012 (to 54%).

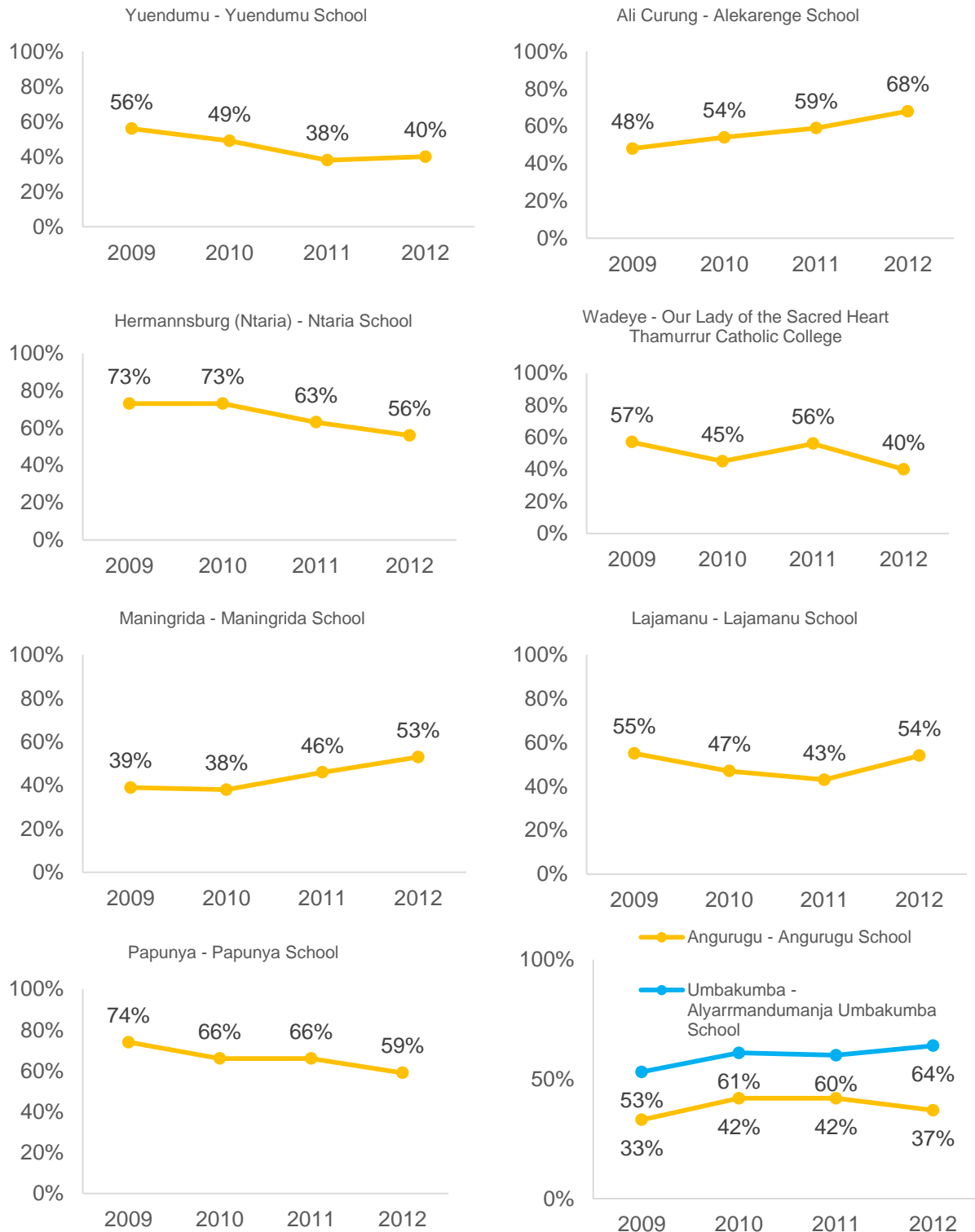
- In Papunya attendance fell steadily between 2009 and 2012 (74% to 59%).
- For the two communities in Groote Eylandt:
  - Angurugu showed a slight increase from 33% in 2009 to 42% in both 2010 and 2011, which then declined slightly to 37% in 2012.
  - Umbakumba showed an overall increasing trend from 53% in 2009 to 64% in 2012.

Consideration of these data indicates that it is possible that the CEPO in Lajamanu had a positive impact on school attendance. The introduction of the CEPO in 2011 (approximately) could have been a driving force behind the turn-around of the declining trend in attendance between 2009 and 2012 to an increase in attendance in 2012. Similarly the increase in school attendance in Wadeye in 2011 and then fall in 2012 may correlate with the CEPOs efforts in this area. For example, the fall in 2012 may correlate with when the CEPO was removed from community engagement activities from September 2012. This was also the time when community unrest increased which could also explain the fall in attendance in 2012 as parents tend to keep their children at home for safety reasons during times of unrest. In addition, the rise in Maningrida's attendance data corresponds to the CEPOs time in community.

The trends observed for the other communities do not show this marked pattern in sharp increases post 2011. Each of the other communities fluctuated with no clear patterns, showed an overall decline, or continued an already upward-facing trend in attendance.

Attendance figures for each community are provided in the charts on the following page.

**Figure 27: School attendance 2009-2012 for CEPO communities**



## 11.2. Enrolments

A similar lack of consistent increasing or decreasing trends for each communities was observed for school enrolments. For each community:

- In Yuendumu, enrolments showed an overall increase between 2009 and 2011 (118 to 154) but a decline in 2012 (138).
- In Ali Curung, enrolments showed a series of sharp peaks and troughs throughout the period with no clear pattern discernible (though enrolments did hit a high point in 2012 at 131).
- In Hermannsburg (Ntaria), enrolments stayed relatively stable for the period (ranging 157-167).
- In Wadeye, enrolments showed an overall decline (518 in 2009 to 424 in 2012). However there was a pronounced increase in 2011 when the CEPOs efforts in this area were most intensive. The fall in 2012 may correlate with when the CEPO was removed from community engagement activities from September 2012. This was also the time when community unrest increased which could also explain the fall in enrolments in 2012.
- In Maningrida, enrolments rose steadily between 2009 and 2011 (389 to 626), however this trend reversed in 2012 (to 514).
- In Lajamanu, enrolments fluctuated slightly and with no discernible trend over the period (range 152 to 171).
- In Papunya, enrolments were steady between 2009 and 2010 (63 and 61) then demonstrated a sharp upward trend to 2011-2012 (to 102).
- For the two communities on Groote Eylandt:
  - Angurugu showed a sharp increase in enrolments between 2009 and 2010 (155 to 255), but then remained relatively stable for the remaining period (ranging 242 to 263).
  - Umbakumba enrolments remained relatively stable throughout the period (ranging 95 to 109).

Based on prima-facie consideration of these data, it would appear that again, the CEPO has had little impact on school enrolments. A possible exception to this conclusion is Papunya, where enrolments increased sharply in 2010-2010, the approximate time of the introduction of the CEPO. In addition, enrolments rising in Wadeye in 2011 and then falling back in 2012 may also correlate with the CEPOs efforts in this area as well as increasing community unrest in the later months of 2012.

Enrolments for the period 2009 to 2012 for all CEPO are charted in the figures on the following page.

**Figure 28: School enrolments 2009-2012 for CEPO communities**





## 12. Appendix G: Differences by age gender and participant type

### Conclusions

There were few significant differences by age, gender or participant type. The only exceptions being:

#### Age:

- Q5 Improve safe behavior like more kids going to school or less grog or gunja smoking/petrol sniffing? People aged 40 years and below 40 significantly higher than over 40 years 75%, 63%). This could reflect the CEPOs greater focus on young people with activities like taking kids to school or their involvement with youth in Sport and Recreational activities.

#### Participants type

- Q1 Make it easier for the community to get on with the police here? Community significantly lower than service provider (70%, 83%). This could reflect the success CEPOs had in engaging with service providers as well as community members.
- Q7 Have less young ones get in trouble with the police? Community significantly higher than service provider (58%, 43%).
- Q8 Have less adults get in trouble with the police (i.e. police and courts)? Community significantly higher than service provider (45%, 29%).

For both Q7 and Q8 service providers tended to be more conservative than community members because they were not aware of the official police statistics in relation to youth or adult contact with the Criminal Justice System in their community. This explains why service providers often gave a 'Don't Know' answer to these two questions. Community members tended to be more positive because they perceived the CEPOs were taking kids to school and providing lots of activities that were helping keep young people, in particular, stay out of trouble with the police.

## 12.1. Differences by age

Table 20 below displays differences for each quantitative question by age.

**Table 20: All rating questions by age**

		Missing	NS	Don't know	Never	Hardly ever	Some times	Often	Very often	Net Often/ Very Often
Q1: To make it easier for the community to get on with the police here?	40+	0%	0%	6%	2%	4%	16%	25%	48%	73%
	18-39	1%	0%	6%	1%	3%	19%	23%	48%	71%
Q2: To make the community feel safer here?	40+	0%	1%	8%	3%	5%	22%	22%	39%	61%
	18-39	1%	1%	8%	3%	4%	18%	16%	51%	67%
Q3: Work with the community to bring in new safety plans?	40+	0%	1%	25%	4%	5%	10%	16%	39%	55%
	18-39	0%	3%	24%	1%	3%	14%	20%	36%	56%
Q4: police and other services work better together?	40+	0%	0%	6%	4%	8%	11%	24%	47%	71%
	18-39	0%	1%	5%	3%	5%	16%	18%	53%	71%
Q5: Improve safe behaviour like more kids going to school or less gunja smoking/petrol sniffing?	40+	0%	0%	9%	6%	5%	17%	17%	46%	63% <sub>sig</sub>
	18-39	0%	0%	8%	1%	5%	12%	20%	56%	75% <sub>sig</sub>
Q6: Get community working together to make sure new safety actions/programs work?	40+	0%	1%	15%	2%	5%	17%	22%	38%	60%
	18-39	0%	0%	21%	4%	1%	14%	15%	45%	60%
Q7: Less young ones get in trouble with the police?	40+	0%	1%	14%	7%	8%	19%	21%	31%	52%
	18-39	0%	0%	9%	4%	9%	22%	26%	30%	57%
Q8: Less adults get in trouble with the police?	40+	1%	0%	20%	8%	11%	21%	21%	19%	39%
	18-39	0%	0%	13%	6%	9%	33%	19%	21%	40%
Q9: People feel more comfortable telling the police about crimes?	40+	0%	0%	12%	4%	4%	19%	22%	38%	60%
	18-39	0%	0%	11%	2%	4%	16%	25%	43%	68%
Q10: People feel more comfortable telling them about crimes?	40+	0%	2%	21%	4%	5%	19%	18%	31%	49%
	18-39	0%	0%	21%	2%	8%	23%	18%	29%	47%

NS = Not stated

Significant differences between groups are denoted with a sub-script 'sig'

Bases: 40+ n= 198. 18-39, n= 190

## 12.2. Differences by gender

Table 21 below displays differences for each quantitative question by gender.

**Table 21: All rating questions by gender**

		Missing	NS	Don't know	Never	Hardly ever	Some times	Often	Very often	Net Often/ Very Often
Q1: To make it easier for the community to get on with the police here?	Male	0%	0%	3%	1%	5%	20%	24%	47%	71%
	Female	1%	0%	9%	2%	2%	14%	24%	49%	73%
Q2: To make the community feel safer here?	Male	0%	0%	9%	3%	6%	20%	18%	44%	62%
	Female	1%	1%	8%	3%	2%	19%	19%	47%	66%
Q3: Work with the community to bring in new safety plans?	Male	0%	3%	26%	2%	4%	12%	20%	33%	53%
	Female	0%	1%	23%	3%	4%	12%	16%	43%	58%
Q4: police and other services work better together?	Male	0%	0%	4%	4%	5%	16%	21%	49%	70%
	Female	0%	0%	7%	3%	8%	11%	20%	52%	72%
Q5: Improve safe behaviour like more kids going to school or less gunja smoking/petrol sniffing?	Male	0%	0%	8%	3%	4%	14%	19%	51%	70%
	Female	0%	0%	9%	3%	5%	14%	19%	49%	69%
Q6: Get community working together to make sure new safety actions/programs work?	Male	0%	0%	21%	3%	2%	16%	14%	45%	58%
	Female	0%	0%	16%	3%	4%	16%	21%	40%	61%
Q7: Less young ones get in trouble with the police?	Male	0%	0%	10%	6%	8%	21%	27%	27%	54%
	Female	0%	1%	13%	5%	9%	21%	19%	33%	52%
Q8: Less adults get in trouble with the police?	Male	0%	0%	17%	8%	9%	29%	20%	17%	36%
	Female	1%	0%	17%	5%	9%	24%	20%	23%	43%
Q9: People feel more comfortable telling the police about crimes?	Male	0%	0%	12%	3%	4%	17%	25%	38%	64%
	Female	0%	0%	11%	3%	4%	18%	20%	44%	64%
Q10: People feel more comfortable telling them about crimes?	Male	0%	1%	22%	2%	9%	21%	21%	24%	45%
	Female	0%	1%	19%	4%	4%	21%	14%	38%	52%

NS = Not stated

Significant differences between groups are denoted with a sub-script 'sig'

Bases: male n= 204. Female, n= 190

## 12.3. Differences by participant type

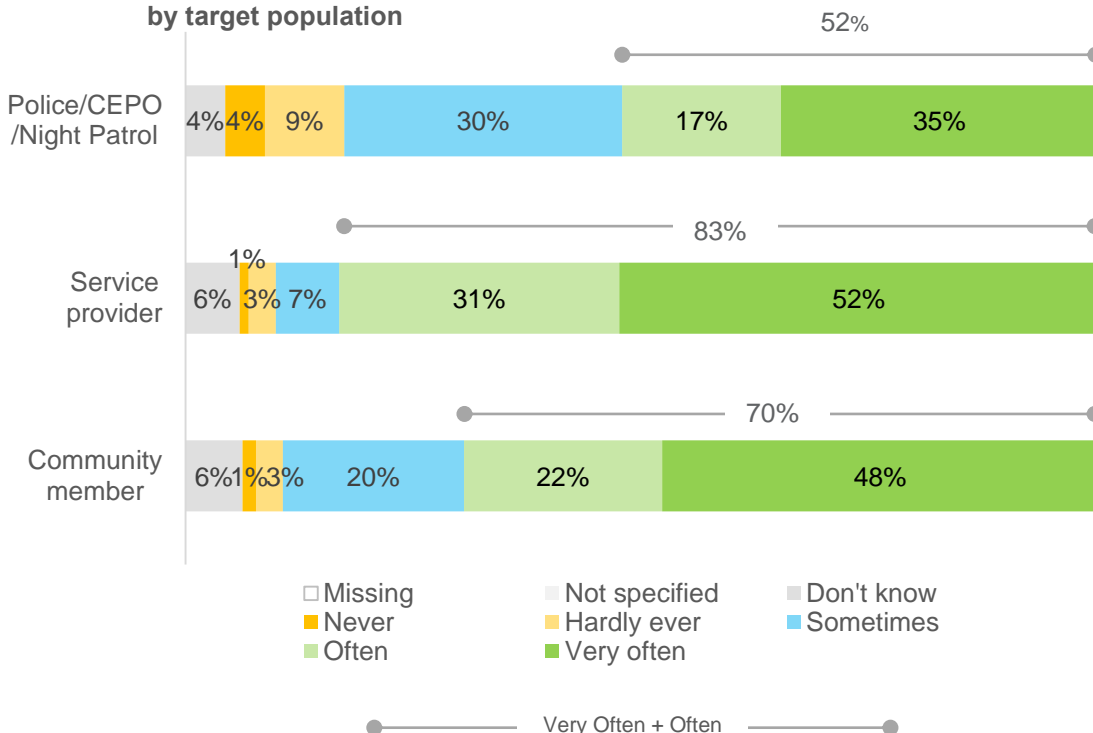
Additional comparisons can be made across the target populations; Police/CEPO/Night Patrol, compared to service providers and community members. It is important to note that based on evidence from the qualitative component of this project, the police tended to have a more negative attitude towards the impact of the CEPOs. As the CEPO and Night Patrol responses are included alongside those of the police, the scores presented below were negatively impacted, and therefore should be approached with caution. It should also be noted that the sample size of the Police/CEPO/Night Patrol group is so small (n=22) that any differences between this group and community members or service providers are indicative rather than statistically significant.

### 12.3.1. Did the CEPO make it easier for the community to get on with the police

Participants were asked to identify the extent to which the CEPOs had made it easier for the community to get along with the police. A relatively small proportion of Police/CEPO/Night Patrol participants, just over half (52%), said that this happened often or very often. A much higher proportion, around three quarters of service providers (83%), and community members (70%), said that CEPOs had often or very often made it easier for the community to get along with the police. This reflects the success CEPOs had in engaging with service providers as well as community members. It also suggests that the Police/CEPO/Night Patrol cohort tended to undervalue the work that CEPOs do compared to service providers and community members.

Refer to Figure 29.

**Figure 29: Did the CEPO make it easier for the community to get on with the police by target population**



Community member, n= 273

Service provider, n= 101

Police/CEPO/Night Patrol, n=23

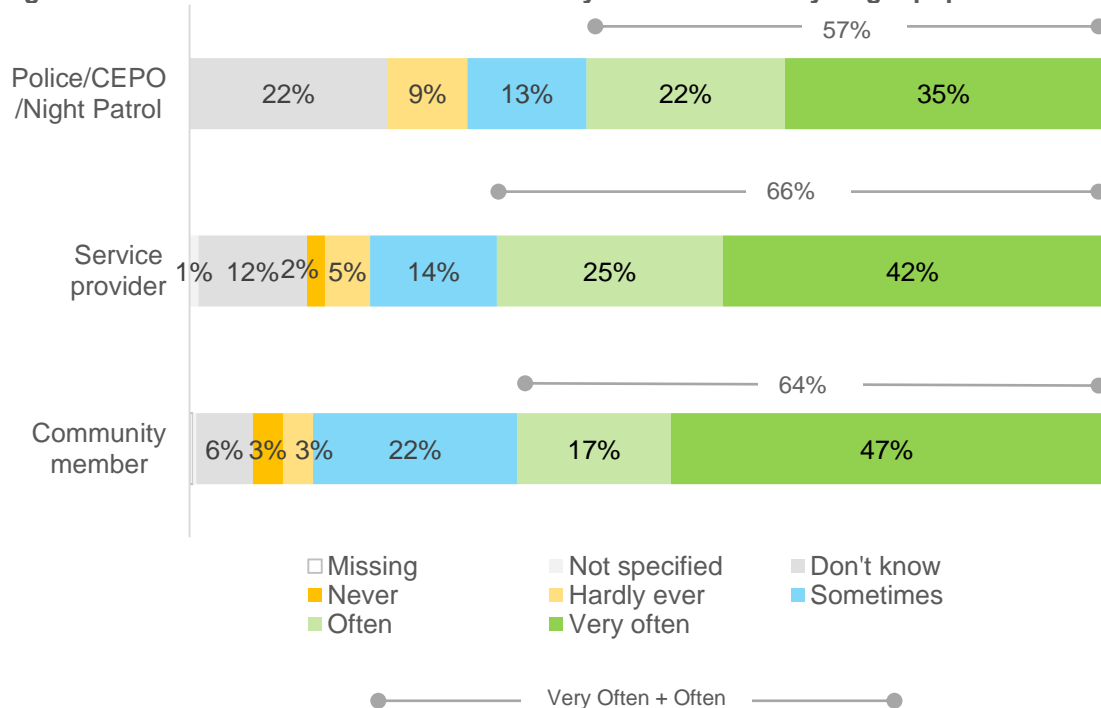
Q1: Do you think that the Community Engagement Police Officer has helped ... To make it easier for the community to get on with the police here?

### 12.3.2. Did the CEPO make the community feel safer here

When comparing the responses of the target population, there were no substantial differences across groups. Over half of the Police/CEPO/Night Patrol participants (57%), service providers (66%) and community members (64%), said that the CEPOs had made the community feel safer. It should also be noted that around a quarter of Police/CEPO/Night Patrol participants said 'Don't Know'; this could have impacted on the often/very often scores.

Refer to Figure 30.

**Figure 30: Did the CEPO make the community feel safer here by target population**



Community member, n= 273

Service provider, n= 101

Police/CEPO/Night Patrol, n=23

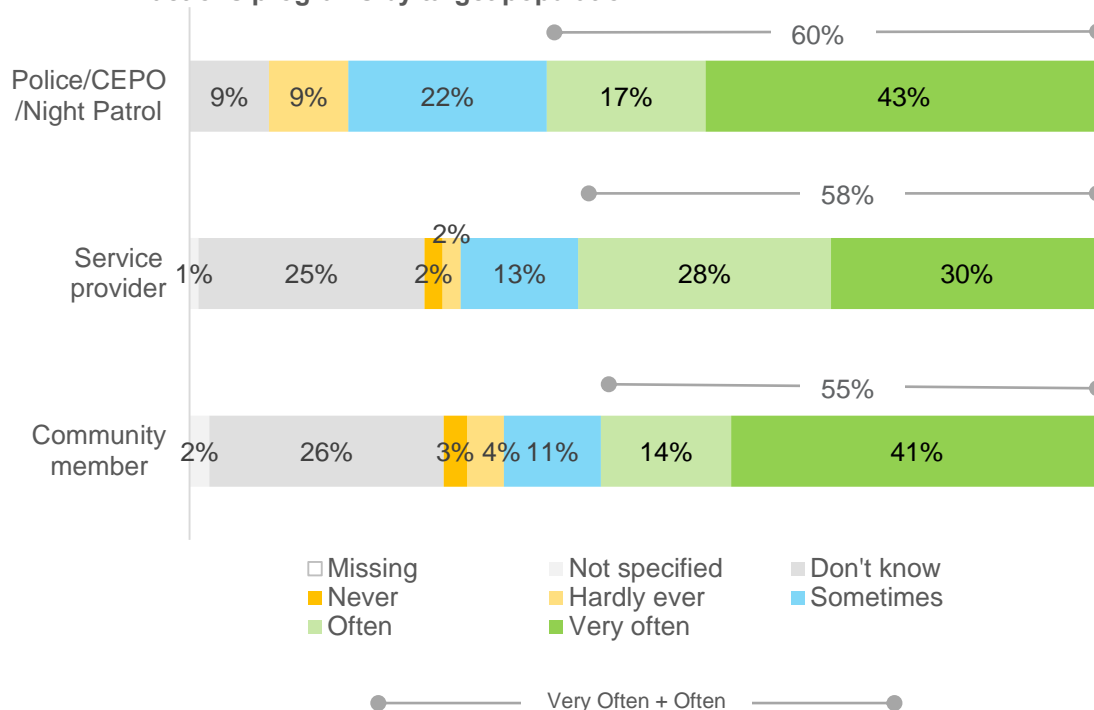
Q2: Do you think that the Community Engagement Police Officer has helped ... To make the community feel safer here?

### 12.3.3. Did the CEPO work with the community to bring in new safety actions/programs

When comparing the responses of the target population, there were no notable differences across groups. Over half of the Police/CEPO/Night Patrol participants (60%), service providers (58%) and community members (55%), said that the CEPOs often or very often worked with the community to bring in new safety actions/programs. It should also be noted that a quarter of the service providers and community members gave the response of 'Don't Know'; this could have impacted the often/very often scores.

Refer to Figure 31.

**Figure 31: Did the CEPO work with the community to bring in new safety actions/programs by target population**



Community member, n= 273

Service provider, n= 101

Police/CEPO/Night Patrol, n=23

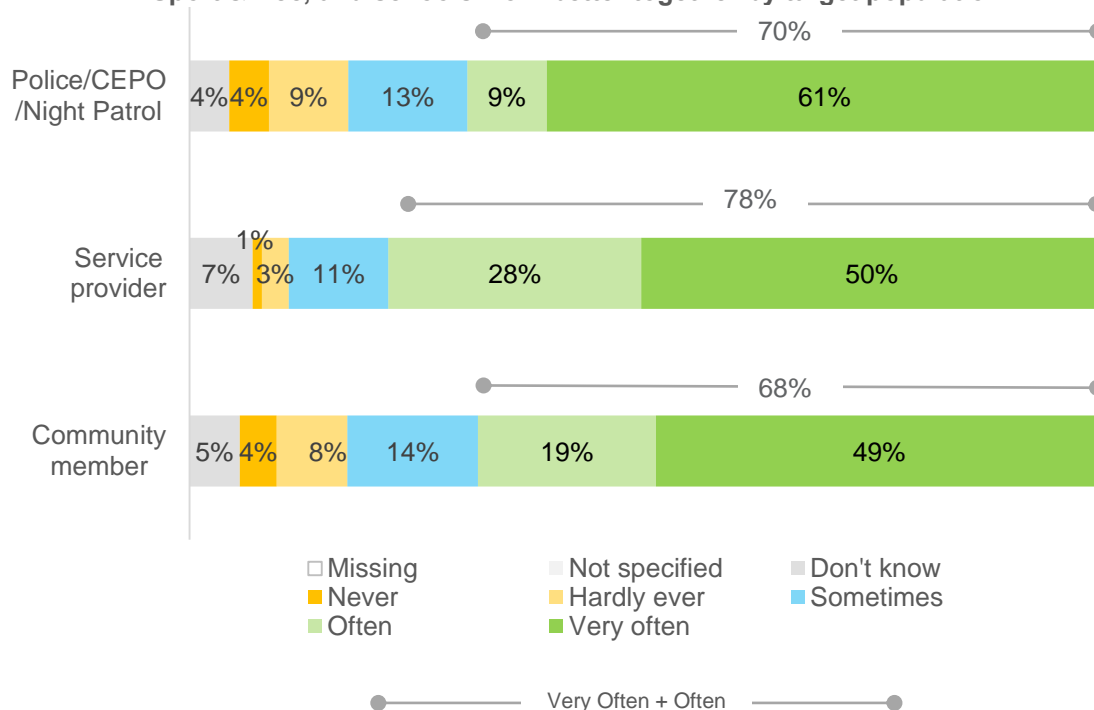
Q3: Do you think that the Community Engagement Police Officer has helped ... Work with the community to bring in new safety plans?

#### 12.3.4. Did the CEPO help police and other services like Night Patrols, Shire, Sport & Rec, and schools work better together

Again, there were no notable differences across groups. Around three quarters of the Police/CEPO/Night Patrol participants (70%), service providers (78%) and community members (68%), said that the CEPOs often or very often helped police and other services work better together.

Refer to Figure 32.

**Figure 32: Did the CEPO help police and other services like Night Patrols, Shire, Sport & Rec, and schools work better together by target population**



Community member, n= 273

Service provider, n= 101

Police/CEPO/Night Patrol, n=23

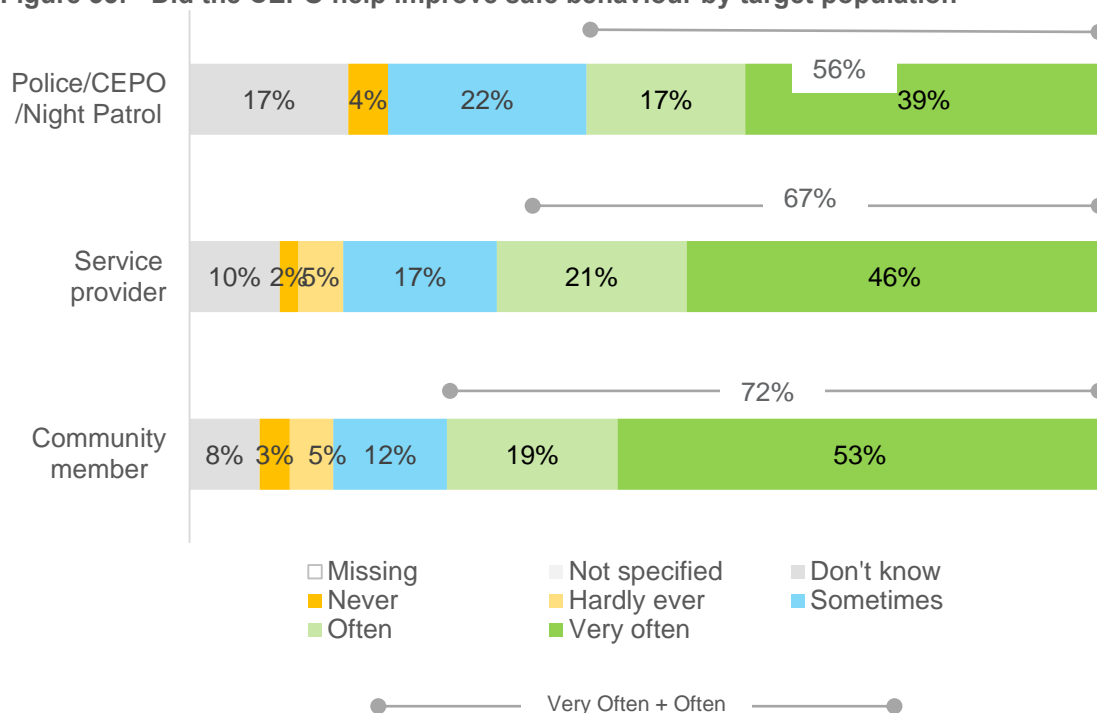
Q4: Do you think that the Community Engagement Police Officer has helped ... Police and other services like Night Patrols, Shire, Sport & Rec, and schools work better together?

### 12.3.5. Did the CEPO help improve safe behaviour

There were no notable differences across groups. Proportions for Police/CEPO/Night Patrol participants (56%), service providers (67%) and community members (72%), were similar in saying that CEPOs often or very often helped improve safe behaviour.

Refer to Figure 33.

**Figure 33: Did the CEPO help improve safe behaviour by target population**



Community member, n= 273

Service provider, n= 101

Police/CEPO/Night Patrol, n=23

Q5: Do you think that the Community Engagement Police Officer has helped ... Improve safe behaviour like more kids going to school or less gr or gunja smoking/petrol sniffing?

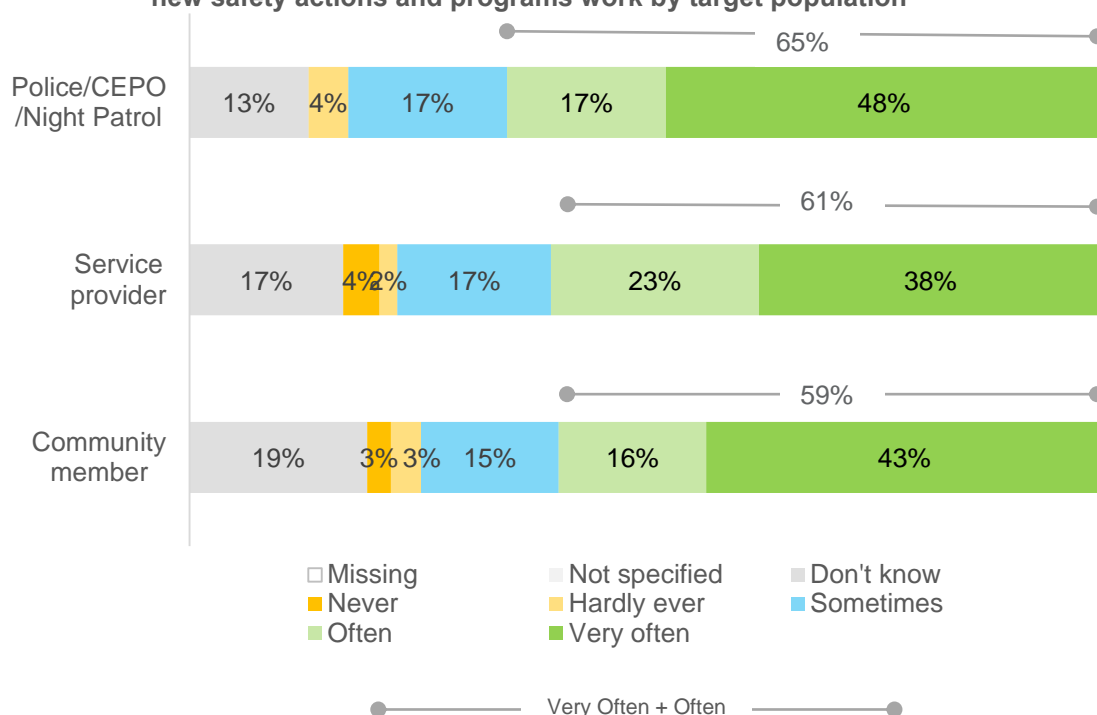


### 12.3.6. Did the CEPO help get the community working together to make sure that new safety actions and programs work

There were no notable differences across groups. Proportions for the Police/CEPO/Night Patrol participants (65%), service providers (61%) and community members (59%), were similar in feeling that the CEPOs encouraged the community to work together to make sure that new safety actions and programs worked.

Refer to Figure 34.

**Figure 34: Did the CEPO help get the community working together to make sure that new safety actions and programs work by target population**



Community member, n= 273

Service provider, n= 101

Police/CEPO/Night Patrol, n=23

Q6: Do you think that the Community Engagement Police Officer has helped ... Get community working together to make sure new safety actions/programs work?

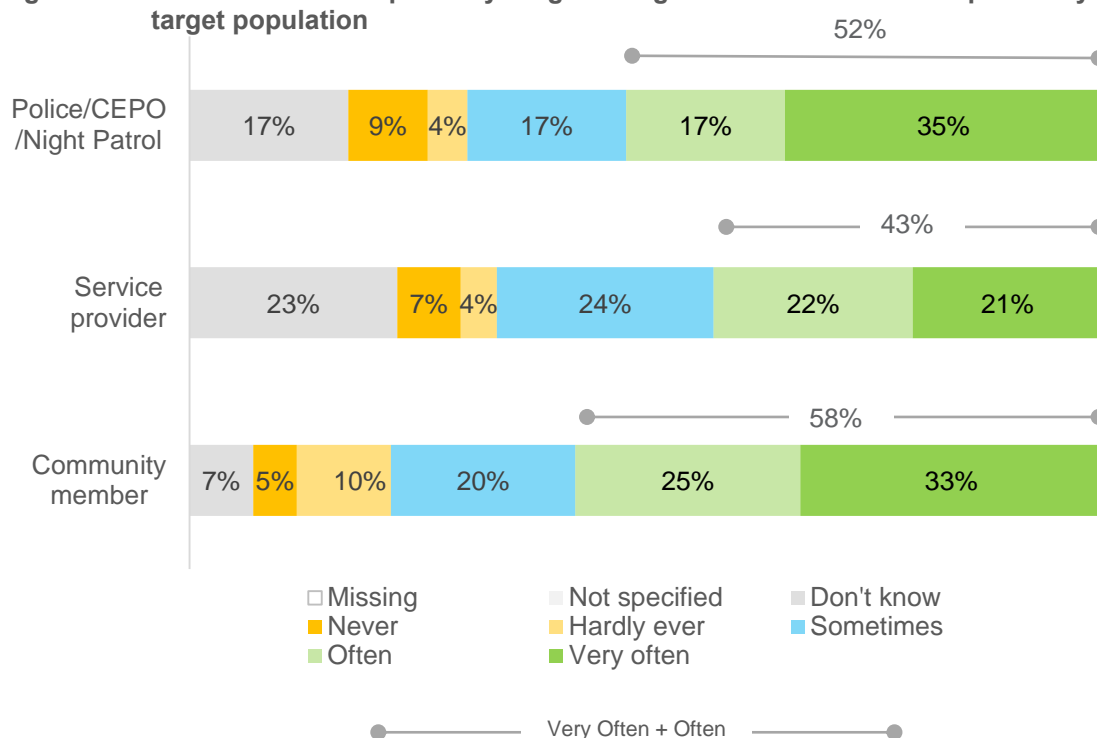
### 12.3.7. Did the CEPO help less young ones get in trouble with the police

Community members (58%) were significantly more likely than service providers (43%) to feel that the CEPOs had helped less young people get in trouble with the police. Service providers tended to be more conservative as they were not aware of the official police statistics in this regard - hence the large proportion giving a 'Don't Know' answer. Community members tended to be more positive perceiving that the CEPOs were helping get the kids to school and providing lots of activities that were helping to keep young people busy and out of trouble with the police.

Over half of Police/CEPO/Night Patrol participants (52%) also felt that the CEPOs had helped less young people get in trouble with the police.

Refer to Figure 35.

**Figure 35: Did the CEPO help less young ones get in trouble with the police by target population**



Community member, n= 273

Service provider, n= 101

Police/CEPO/Night Patrol, n=23

Q7: Do you think that the Community Engagement Police Officer has helped ... Less young ones get in trouble with the police?

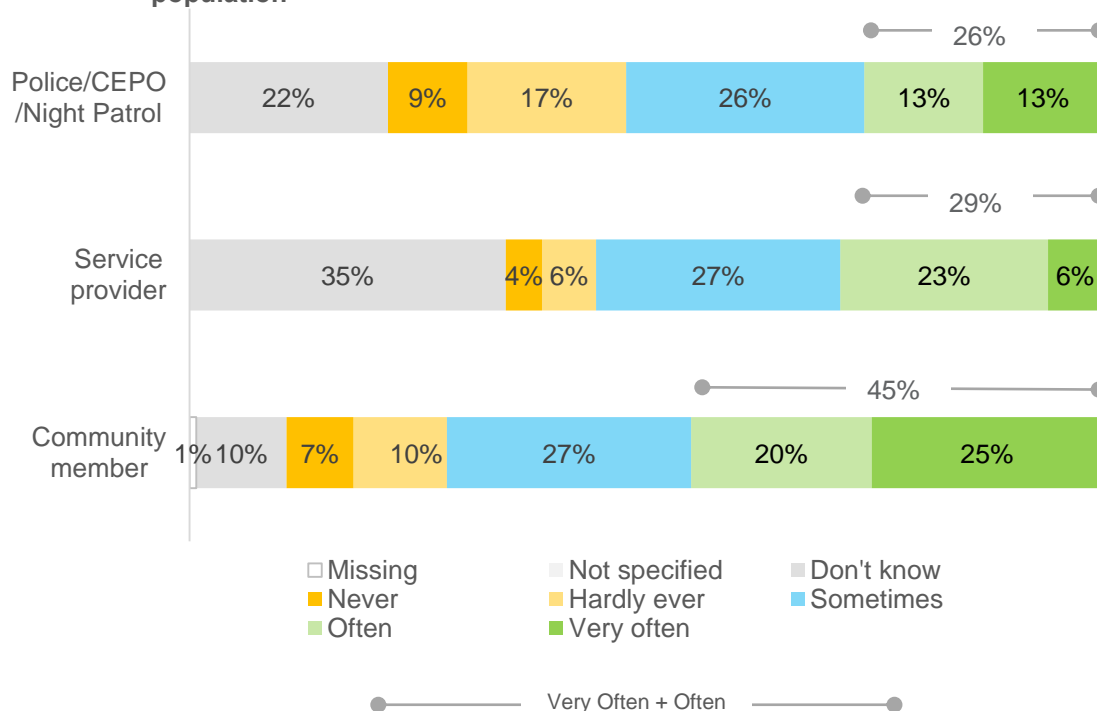
### 12.3.8. Did the CEPO help less adults get in trouble with the police

Compared with the community members (45%), a lower proportion of service providers, around a third (29%), felt that the CEPOs were helping less adults get in trouble with the police. Essentially this was for the same reasons as described above for youth contact with the Criminal Justice System.

Around a quarter of Police/CEPO/Night Patrol participants (26%) also felt that the CEPOs had helped less adults people get in trouble with the police.

Refer to Figure 36.

**Figure 36: Did the CEPO help less adults get in trouble with the police by target population**



Community member, n= 273

Service provider, n= 101

Police/CEPO/Night Patrol, n=23

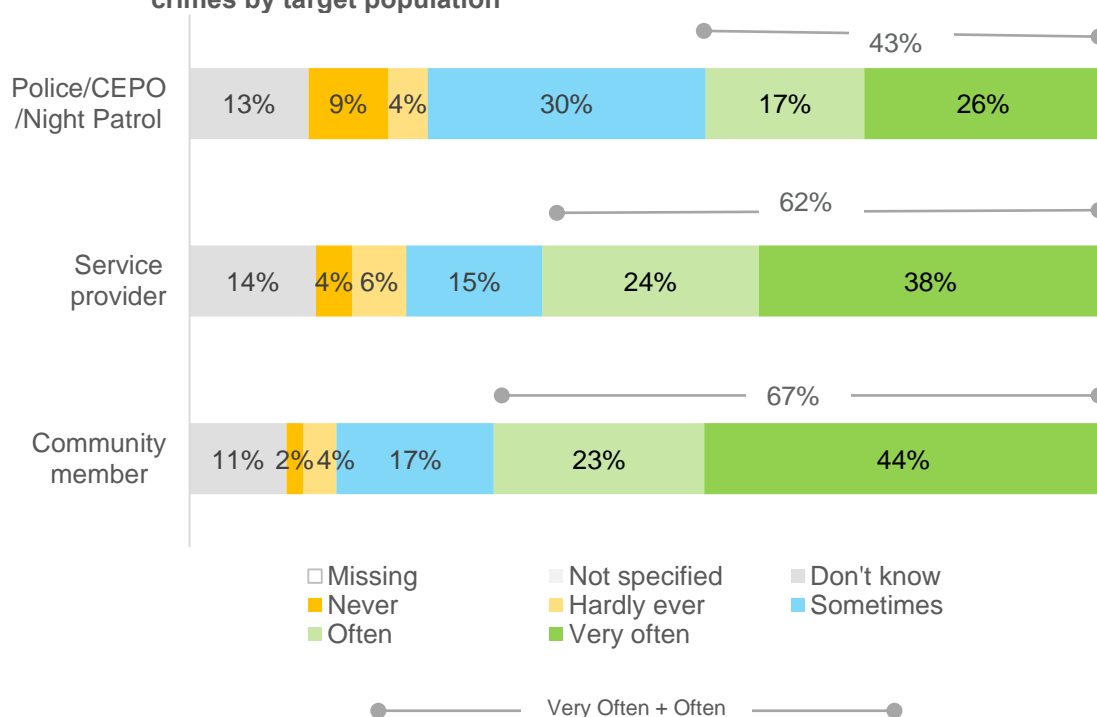
Q8: Do you think that the Community Engagement Police Officer has helped ... Less adults get in trouble with the police?

### 12.3.9. Did the CEPO help people feel more comfortable telling the police about crimes

A greater proportion of community members (67%) and service providers (62%) felt that the CEPOs had often or very often made the community feel more comfortable telling the police about the incidence of crime. A lower proportion of Police/CEPO/Night Patrol participants (43%) gave this response; however, this could be a result of the Police/CEPO/Night Patrol target group being combined together.

Refer to Figure 37.

**Figure 37: Did the CEPO help people feel more comfortable telling the police about crimes by target population**



Community member, n= 273

Service provider, n= 101

Police/CEPO/Night Patrol, n=23

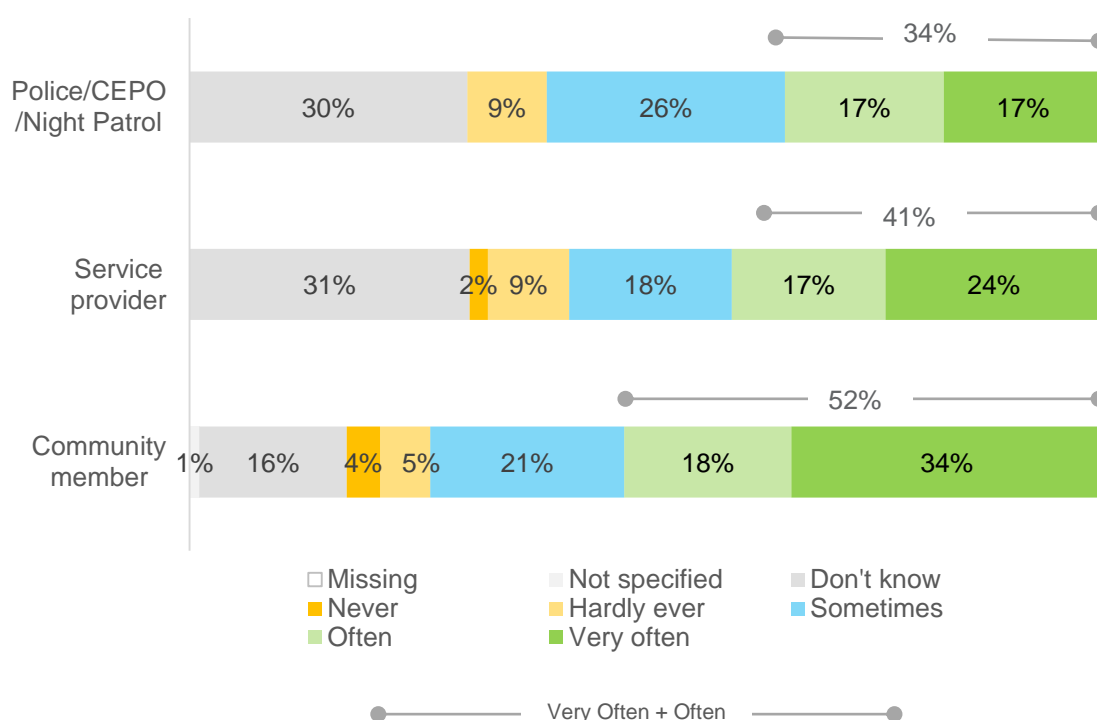
Q9: Do you think that the Community Engagement Police Officer has helped ... People feel more comfortable telling the police about crimes?

### 12.3.10. Did the CEPO help people feel more comfortable telling the police about crimes like family violence, break-ins, drugs & assault

Compared with the service providers (41%), and Police/CEPO/Night Patrol participants (34%), a greater proportion of community members, over half (52%), felt that CEPOs often or very often helped people feel more comfortable telling the police about sensitive crimes. However, a third of the responses given by the CEPOs and service providers were 'Don't Know' which could impact the often/very often responses. Again service providers were more conservative on this measure because they were not aware if this was happening or not. In contrast community members could often provide concrete examples of this happening for example women going to the female CEPO in Wadeye to report sensitive crimes like domestic violence. This suggests that the Police/CEPO/Night Patrol cohort, and to a lesser extent service providers, undervalue the work that the CEPOs do in this regard compared to community members.

Refer to Figure 38.

**Figure 38: Did the CEPO help people feel more comfortable telling the police about crimes like family violence, break-ins, drugs & assault by target population**



Community member, n= 273

Service provider, n= 101

Police/CEPO/Night Patrol, n=23

Q10: Do you think that the Community Engagement Police Officer has helped ... People feel more comfortable telling them about crimes like family violence, break-ins, drugs and assault?

# 13. Appendix H: Detailed methodology

This section demonstrates how many elements of the methodology used for this project are consistent with the principles of ethical research as recommended by the Australian Institute of Aboriginal and Torres Strait Island Studies (AIATSIS) and the National Health and Medical Research Council (NHMRC).

Based on our previous experience in the sector, community safety and wellbeing is a very sensitive matter and interviewing community members who have had contact with the Criminal Justice System needs to be treated with extreme care. The main concerns include ensuring the safety of participants, young people and family members, protecting confidentiality (as breaches could provoke an attack in the case of community members or tarnish reputations in the case of CEPOs), and ensuring that the interview process is affirming and does not cause distress.

The following general practices and processes were employed:

- CBSR researchers were required to work in accordance with the European Society for Opinion and Marketing Research (ESOMAR) International Code of Conduct for Market Research, the Australian Market & Social Research Privacy Principles (which subsume the National Privacy Principles) and the AMSRS Code of Professional Behaviour, to which our researchers are signatories.
- We assigned to this project only very experienced researchers who have conducted many Indigenous consultations respectfully and sensitively in Northern Territory remote communities.
- We sought written permission from community leaders and Traditional Owners for the research to go ahead in their community at least 3 weeks before the scheduled start of the research. This involved extensive discussions around the potential benefits and cost to the community of participating in the research.
- We developed an information/consent sheet that clearly outlines the purpose of the research, its objectives, the sponsoring organisation and how the research will be used. The information sheet also made it clear that participants could refuse to participate at any time and a phone number was provided for participants to call should they wish to withdraw at a later stage, seek more information or provide feedback or complaints about the interviewing process.
- Interviewers were trained on paying respects at the start of large group interviews i.e. 'I understand that I am a stranger in your community and I would like to acknowledge and pay my respects to the Traditional Owners and elders past and present. Interviewers know to be very polite, respectful and low key. We will spend time chatting with participants, talking to people about ourselves, where we are from and about our family. "Our researchers walk softly leaving hardly any footprints behind when we undertake fieldwork." No persons should be put at risk or harm because of their interactions with us or their participation or non-participation in the research.
- We employed and trained local researchers to collect, analyse and report on the research findings.

- We provided refreshments where culturally appropriate to *sit, eat and talk*, and reimbursement for the cost of participation, but only to a level that did not become an inducement to take part in the research or coercion for participation.
- We regularly consulted with community leaders during our visits to ensure the research is in line with their expectations, is respectful and sensitive.
- Research results will be presented back to the community.

The table below demonstrates how the elements of the methodology used for this project are consistent with ethical guidelines as outlined by the AIATSIS and the NHMRC.

The ethical principles are listed in the left column. Principles 1-14 are from AIATSIS and where relevant these principles are cross referenced with those from the NHMRC. The details listed in the right column outline the elements of our methodology that are in line with each ethical principle. These are not mutually exclusive. Many of the elements of our methodology satisfy several principles at once. For example, employing and training local researchers (a key aspect of our methodology) fits well with nearly all the ethical principles listed.

**Table 22: Ethical principles and CCSR methodology**

Ethical principle	Element of CCSR methodology consistent with principle
Principle 1: Recognition of the diversity and uniqueness of peoples, as well as of individuals, is essential (AIATSIS)  Respect (NHMRC) Equality (NHMRC) Spirit and Integrity (NHMRC)	<ul style="list-style-type: none"> <li>• Participants are always treated as equals in the research process. The interview is more of a “conversational corroboree” and on-going dialogue rather than a formal western interview</li> <li>• Seek written permission from Traditional Owners and community leaders for the research to take place in their community</li> <li>• Signed consent sheets to record participant permission for each interview</li> <li>• Develop an information sheet for all participants that clearly defines and explains the purpose and nature of the study, who is carrying it out and funding it, the objectives of the research, and the likely impacts and consequences of the study, including production of research outputs, publication and commercialisation. The sheet also provides a number that participants can call should they wish to withdraw from the research</li> <li>• The information sheet clearly states that participants have the right to refuse to participate</li> <li>• Information sheets are verbally translated by an interpreter as required to ensure informed consent</li> <li>• Interviewing was structured to maximise the comfort levels of participants in focus group, mini group, triad, paired and one on one situation – whichever format people are most comfortable with. Interviewing efforts will focus on meeting participants in comfortable surroundings such as outside their house or if permission is granted on their front porch rather than in other venues like Council offices which may be intimidating for some community members</li> <li>• We employed local researchers to collect, analyse and assist with reporting</li> </ul>
Principle 2: The rights of Indigenous peoples to self-determination must be recognised (AIATSIS)  Spirit and Integrity (NHMRC)	<ul style="list-style-type: none"> <li>• We sought written permission from Traditional owners and community leaders for the research to take place</li> <li>• We employed local researchers to collect, analyse and assist with reporting</li> </ul>
Principle 3: The rights of Indigenous peoples to their intangible heritage must be recognised (AIATSIS)	<ul style="list-style-type: none"> <li>• Indigenous traditional knowledge is an information management system which has its roots in ancient traditions. It relates to culture and artistic expression; and controls individual behaviour and community conduct. When recording traditional knowledge in to material form, it is important</li> </ul>

Survival and Protection (NHMRC)	<p>that these rights are recognised so that the integrity of that knowledge and the ways in which it is passed on is respectful to the owners of traditional knowledge. By doing this future generations will be able to trace back to the source knowledge holders and communities</p> <ul style="list-style-type: none"> <li>Knowledge systems are integral to the cultural heritage of Indigenous people and the complex system of consents with which they are guarded must be considered in the research related to them. In recognition of these facts, a confidentiality / consent form was to be developed that included the phrase: <i>"I understand that the ownership of Aboriginal knowledge and cultural heritage is retained by the informant and this will be acknowledged in research findings and in the dissemination of the research"</i>. However, due to an oversight this phrase was not put on the final consent form</li> </ul>
<p>Principle 4: Rights in the traditional knowledge and traditional cultural expressions of Indigenous peoples must be respected, protected and maintained (AIATSIS)</p> <p>Responsibility (NHMRC)</p>	<ul style="list-style-type: none"> <li>Subject to Departmental approval, the results of the research will be shared with each community either as a full report of summary or key points</li> <li>We employed local researchers to collect, analyse and assist with reporting</li> </ul>
<p>Principle 5: Indigenous knowledge, practices and innovations must be respected, protected and maintained (AIATSIS)</p> <p>Respect (NHMRC)</p>	<ul style="list-style-type: none"> <li>We employed and trained local researchers to collect, analyse and assist with reporting of research results</li> <li>Gender appropriateness: A male and female interviewer were made available as required</li> <li>We paid respects at the start of large group interviews i.e. 'I understand that I am a stranger in your community and I would like to acknowledge and pay my respects to the Traditional Owners and elders past and present'</li> </ul>
<p>Principle 6: Consultation, negotiation and free, prior and informed consent are the foundations for research with or about Indigenous peoples (AIATSIS)</p> <p>Respect (NHMRC)</p> <p>Spirit and Integrity (NHMRC)</p>	<ul style="list-style-type: none"> <li>We sought written permission from Traditional owners and community leaders for the research to take place in their community</li> <li>Signed consent sheets were used to record participant permission for each interview</li> <li>An information sheet was given to participants that provided participants with a number to call should they wish to withdraw from the research</li> <li>The information sheet clearly stated that participants have the right to refuse to participate</li> <li>Project aims and objectives were explained in plain English or in language by local researchers</li> <li>We employed and trained local researchers to collect, analyse and assist with reporting of research results</li> </ul>
<p>Principle 7: Responsibility for consultation and negotiation is ongoing (AIATSIS)</p> <p>Respect (NHMRC)</p> <p>Spirit and Integrity (NHMRC)</p>	<ul style="list-style-type: none"> <li>Each community was given 3 weeks to decide if they would like to participate</li> <li>Researchers provided feedback to community leaders on the progress of the project and check the way the research is being conducted is in line with the wishes of community members</li> <li>The information sheet clearly stated that participants had the right to refuse to participate</li> </ul>
<p>Principle 8: Consultation and negotiation should achieve mutual understanding about the proposed research (AIATSIS)</p> <p>Responsibility (NHMRC)</p>	<ul style="list-style-type: none"> <li>Local Researchers made the initial introductions by introducing the topic and assisting with translation/comprehension.</li> <li>We disseminated an information sheet to all participants that clearly defined and explained the purpose and nature of the study, who is carrying it out and funding it, the objectives of the research, and the likely impacts and consequences of the study, including production of research outputs, publication and commercialisation</li> </ul>
<p>Principle 9: Negotiation should result in a formal agreement for the conduct of a research project (AIATSIS)</p> <p>Respect (NHMRC)</p>	<ul style="list-style-type: none"> <li>We provided a signed letter of consent granting permission for the research to take place in every community</li> </ul>



<p>Principle 10: Indigenous people have the right to full participation appropriate to their skills and experiences in research projects and processes (AIATSIS)</p> <p>Respect (NHMRC)</p>	<ul style="list-style-type: none"> <li>Indigenous perspectives were fully incorporated by employing and training local researchers to collect, analyse and assist with reporting of research results</li> </ul>
<p>Principle 11: Indigenous people involved in research, or who may be affected by research, should benefit from, and not be disadvantaged by, the research project (AIATSIS)</p> <p>Reciprocity (NHMRC)</p>	<ul style="list-style-type: none"> <li>Skills transference to communities occurred via training local researchers to become active participants in the research process</li> <li>Community members were compensated a modest amount for their time (\$30 equivalent in-kind incentive) and were provided with refreshments. The incentive was modest enough to ensure it did not unduly encourage participation by those who are not genuinely interested in participating</li> </ul>
<p>Principle 12: Research outcomes should include specific results that respond to the needs and interests of Indigenous people (AIATSIS)</p> <p>Responsibility (NHMRC)</p>	<ul style="list-style-type: none"> <li>The research was designed to improve community safety across all communities. Improving community safety in this context may strengthen families and communities and help ensure social cohesion and long-term survival of Indigenous and non-Indigenous culture, customs and society.</li> <li>Strategies were in place to minimise the risk of provoking a dangerous situation, and for responding to any dangerous situation that may be encountered (such as the provision of counselling services contact numbers and terminating interviews, as necessary)</li> <li>Subject to Departmental approval, the results of the research will be shared with each community either as a full report or summary of key point</li> <li>Community leaders and local researchers were asked for their input into the data collection instruments</li> </ul>
<p>Principle 13: Plans should be agreed for managing use of, and access to, research results (AIATSIS)</p> <p>Responsibility (NHMRC)</p>	<ul style="list-style-type: none"> <li>Local ownership of research results has been acknowledged in all reporting</li> <li>Responses were kept totally confidential, they were either in the possession of the researcher at all times or kept in a locked filing cabinet</li> <li>Participant responses did not include a name or contact details</li> <li>With Departmental permission, communities will have on-going access to research results</li> </ul>

The points below explain the project stages involved in this research:

- Stage 1 involved a co-design scoping meeting to confirm the vision for the research, methodology, protocols and project logistics.
- Stage 2 involved a desktop review of documents, data, video files and 18 key stakeholder interviews. Crime incident data, for the CEPO hosted remote communities in the Northern Territory for a six year period, was obtained from the Department of Families, Housing, Communities and Indigenous Affairs with the permission from the NT Police and was not available until late January. This data was analysed to see if there was any correlation between CEPO activities and recording of police incidents (see Appendix C: Analysis of police incident data for more details).
- Stage 3 involved visits to nine communities to collect qualitative and quantitative data from 473 participants; 323 community members and 150 key stakeholders. In summary, the fieldwork progressed as planned and was completed by 4 March 2013. Overall fieldwork targets were exceeded as originally only 370 interviews (235 community members and 135 service provider interviews) were budgeted for. We found that most participants were only too willing to tell us about their experiences and perceptions of the CEPO program (particularly in the Northern Tropical communities) or community and police relations in the case of the comparator site of Galiwinku.
- Stage 4 involves issuing the Attorney-General's Department (AGD) with a draft, final and a performance report detailing CBSR's compliance with its contractual obligations to the Commonwealth.

## 13.1. Stage 1: Scoping workshop

The scoping phase refined the proposed methodology presented in CBSR's initial proposal. Specifically it was agreed that:

- CBSR's proposed mixed method participatory action research methodology would be applied to this project.
- There was not enough time to respectfully or logistically conduct pilot visits to Yuendumu and Wadeye before Christmas. These site visits were incorporated into the main fieldwork phase which ran for four weeks in February 2013.
- CBSR includes an extra site – a four day visit to Galiwinku as a comparator site.

The scoping phase also underlined the critical importance of providing the AGD with a robust independent evaluation that was value for money.

## 13.2. Stage 2: Desktop review and key stakeholder interviews

The desktop review incorporated interviews with 18 key stakeholders. A full list of the references, documents and video files reviewed in this report can be found in Appendix A.

The findings of the desktop review and interviews with key stakeholders have been fully incorporated into this report.

## 13.3. Stage 3: Fieldwork

Field research was undertaken in the eight communities involved in the CEPO trial and the one comparator site where no CEPO had been stationed.

### 13.3.1. Community contact and consent

Initial contact with the communities commenced in December 2012 with calls and emails sent through to the Government Engagement Coordinators (GECs) for each community. A follow-up email was sent through with letters of introduction and a project brief about the researchers and what they would be doing in the community. Letters requesting consent from the community Traditional Owners, elders and community leaders were also forwarded to the GEC and the Indigenous Engagement Officer (IEO) for each community - see Appendix I for more details.

To achieve a respectful and meaningful consultation CBSR also spent time talking to community leaders, service providers and other key community residents throughout the data collection period to ensure that the methodology was acceptable and ongoing consent to conduct the research was achieved.

### 13.3.2. Travel and Transport

The Northern Territory Police provided transport support via the NT Police Air Section. A schedule was developed and approved by the police Air Section Operations Manager, for the community visits to take place throughout February, 2013. The fieldwork commenced with a pilot visit the Groote Eylandt communities of Angurugu and Umbakumba.

### 13.3.3. Field work interviews and data collection

Field research was undertaken in the eight communities involved in the CEPO trial and one comparator site where no CEPO has been stationed. Data collection tools were developed to ensure participants in the comparator community were not led to believe that this evaluation would result in a CEPO being allocated to their community in the future. As this program was implemented on a trial basis, it was also important to ensure the research team did not infer that the study would guarantee that the program be extended, but was purely an evaluation of the overall trial.

#### **Participatory approach**

Local Indigenous researchers were employed and trained to undertake interviews in the communities. In addition, if they were interested, researchers were also provided with training on data entry and analysis. Once training was completed a number of supervised interviews were also conducted to ensure consistent and robust data collection.

This is an effective method in supporting and further developing the capacity of Aboriginal researchers in their own communities and is an important element of CBSR's Indigenous Research Protocols.

Local researchers were sourced through community services such as Community Development and Employment Project (CDEP) providers, Women's Centres, local land councils, and also through

conversations with the Indigenous Engagement Officers and Government Engagement Co-ordinators, and other community research organisations.

The standard rate of pay for researchers was \$30 per hour and most were happy to work for full eight hour days. In some instances, the researchers worked additional hours doing data entry which enabled them to gain a better understanding of how data is recorded, analysed and then used in the overall report.

**Table 23: Local researchers employed in community site visits**

Community	Number of local researchers employed in each community	Total days worked
Groote Eylandt	1	2.5
Wadeye	1	2
Maningrida	1	2
Lajamanu	2	2
Galiwinku	1	1.5
Yuendumu, Papunya, Hermannsburg (Ntaria), Ali Curung	1 (Vanessa Davis has strong family ties to all these communities)	11 days. Due to the shortened time frames in visiting these communities, Vanessa was employed as an experienced and trained researcher for all communities
<b>Total</b>	<b>7</b>	<b>21</b>

CBSR supported the local researcher's attendance by picking them up each morning and dropping them off at lunchtimes as well as providing breakfast and lunch as required.

#### 13.3.4. Data collection instruments

A quantitative report card (Impact Survey) and qualitative discussion guide were developed in close partnership with the AGD. These were then reviewed and refined while undertaking the pilot visit on Groote Eylandt and working in the communities of Angurugu and Umbakumba. An important part of the pilot site fieldwork involved testing the data collection instruments. Following the completion of 20 interviews in the community of Angurugu, we worked with the local Aboriginal researcher employed on the project and two interested community members, to review the questions. It was determined that some changes were required to the Quantitative Report Card to make it easier for participants to better understand the questions. Anindilyakwan is the predominant language spoken on Groote Eylandt, and the questions were adapted to suit the literacy/language which could be easily translated or asked in English.

During this exercise, it was determined that the questions and the responses needed to be adjusted in order to capture the most accurate thoughts of the respondents. It is essential when working with an audience with low English Language, Literacy and Numeracy, to ensure questions and responses can be easily understood by the respondent. It is also important to ensure that the questions and responses be appropriately translated by the local researcher. Below is a sample of the initial quantitative report question.

Do you think that the Community Engagement police Officer has helped to...(ASK THIS FOR EVERY QUESTION BELOW AND CIRCLE ANSWER)

1. Make it easier for people and families to get on with the police here?

<b>Very often</b>	<b>Often</b>	<b>Sometimes</b>	<b>Hardly ever</b>	<b>Never</b>	<b>Don't Know</b>
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Following the review of the questions it was determined that changes would be made to the way the response categories were worded.

Do you think that the Community Engagement police Officer has helped ...(ASK THIS FOR EVERY QUESTION BELOW AND CIRCLE ANSWER)

1. To make it easier for the community to get on with the police here?

<b>Very often</b>	<b>Often</b>	<b>Sometimes</b>	<b>Hardly ever</b>	<b>Never</b>	<b>Don't Know</b>
<b>Heaps - big mob</b>	<b>A lot</b>	<b>Little bit</b>	<b>Not much</b>		

Each question was reviewed and changes made to the language/wording used to ensure respondents, both community members and service providers, were clear on the information being sought.

**Table 24: Summary of changes to the quantitative report card**

<b>Pre-pilot original question</b>	<b>Post-pilot modified question</b>	<b>Rationale for change</b>
Do you think that the Community Engagement police Officer has helped...		
Q1 To make it easier for people and families to get on with the police here?	Q1 To make it easier for the community to get on with the police here?	Use of people and families was more confusing for people than community
Q2 To make people and families feel safer here?	Q2 To make the community feel safer here?	Use of people and families was more confusing for people than community
Q3 Work with people and families to bring in new safety actions/programs?	Q3 Work with the community to bring in new safety plans?	Use of people and families was more confusing for people than community
Q4 police and other services like Night Patrols work better together?	Q4 police and other services like Night Patrols, Shire, Sport and Recreation and schools work better together?	Helped people think about other services as well as Night Patrol
Q5 Improve safe behavior like better school attendance or less grog, /or gunja smoking / petrol sniffing?	-	No change required
Q6 Encourage community involvement (everyone working together) to make sure new safety actions/programs work?	Q6 Get community working together to make sure new safety actions/programs work?	Simplified language, easier for translation and reading

Pre-pilot original question	Post-pilot modified question	Rationale for change
Q7 Have less youth contact with the Criminal Justice System (i.e. police and courts)?	Q7 Less young ones get in trouble with the police?	Relevant language used for respondents and local researchers, simplified question
Q8 Have less adult contact with the Criminal Justice System (i.e. police and courts)?	Q8 Less adults get in trouble with the police?	Relevant language used for respondents and local researchers, simplified question
Q9 Improve information given to police like increasing the reporting of crime?	Q9 People feel more comfortable telling the police about crimes?	Relevant language used for respondents and local researchers, simplified question
Q10 Change the types of crimes reported like family violence and assault?	Q10 People feel more comfortable telling the police about crimes like family violence, break-ins, drugs and assault?	Relevant language used for respondents and local researchers, simplified question

The final question (below) was completely removed from the Quantitative Report Card following the review as it was deemed to be too confusing and, difficult to understand what was being asked.

What are the three things that worry you the most? (RANKED FROM 1-3 IN IMPORTANCE – WRITE IN NUMBER AGAINST THE ISSUE BELOW)

• Grog/gunja	• What your body looks like	• Worries about your self
• Grog	• Children not being looked after properly	• Overcrowded houses
• Sniffing paint or petrol	• Children being out at night	• Having enough to eat
• Family fighting arguing	• Children not going to school	• Not knowing where to go for help
• Bullying and Teasing, being threatened by others	• Dangerous driving	• Boredom
• Someone hurting you	• Sorcery (Use local word)	• School problems
• Being safe	• Payback	• Jealousy
• Humbugging	• Health	• Police?
		• Other...?

Has this changed in the last year? How come?

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**IF NOT MENTIONED PROMPT:** How about the CEPO, have they had any impact on these issues?

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The English language is frequently not the first language spoken in Aboriginal communities in the Northern Territory. There are also high levels of low literacy levels throughout the communities which brings a need for close scrutiny of data collection tools such as survey questionnaires. The local researcher and community volunteers, provided valuable guidance on the most appropriate language to use in the qualitative guide and Quantitative Report Card.

In the comparator community of Galiwinku the Quantitative Report Card questions were adapted to collect the same information, but in this case the questions were about the police rather than the CEPO.

All changes were submitted to the AGD for approval and a revised version of the Quantitative Report Card was used in subsequent community visits.

The Quantitative Report Card was used as a starting point to capture what community members perceived the effectiveness of the CEPO in their community had been.

### 13.3.5. Qualitative discussion guide

A qualitative discussion guide was also developed which incorporated instructions for conducting all interviews. This helped ensure that information was captured in a consistent way across all communities.

No changes were made to the discussion guide following the pilot as CBSR interviewers tailored the questions to suit the English language comprehension skills of the participant. All data collection instruments are presented in Appendix I .

### 13.3.6. Recruitment and interviewing of respondents

Recruitment options were trialled including intercept interviewing approaches at locations around the community as people went about their daily lives, engaging people via service providers who had existing contacts with community members and other existing contact networks.

In most instances, interviews were conducted as one-on-one interviews; however, some interviews were done with small groups of people such as CDEP work groups, youth groups or where several people were living in the same location. The strategy proved very effective and many of the interviews were conducted through service providers who helped us engage with their local staff and other community contacts. Group interviews did not appear to be biased by the presence of other people being asked the questions as responses were varied from across the groups.

Some community members were also issued with a \$30 incentive upon completion of their interview. However these often ran out in most Northern Tropical communities and subsequent interviews were conducted without the use of incentives. Consideration was also given to the need to provide light refreshments to participants, in particular to those who undertook lengthier depth interviews, the elderly and group interviews which were done through lunch breaks or evening dinner times.

Table 25 below shows how much money was budgeted and spent on incentives and catering during fieldwork. The left over money was spent on additional reporting for the project as well as two researchers rather than one undertaking the fieldwork for the pilot site of Groote Eylandt.

**Table 25: Incentives and catering disbursed during fieldwork**

Incentives amount budgeted	Incentives amount spent	Total left over	Catering amount budgeted	Catering amount spent	Total left over
\$7,050.00	\$7,260.00	-\$210	\$4,500.00	\$3,213.27	\$1,286.73

### 13.3.7. Completed Interviews

A total of 473 interviews were undertaken across the 9 communities. Community members interviewed totalled 323, service providers 122 and 28 interviews were conducted with police, CEPOs, Night Patrol staff and Aboriginal Community Police Officers. A little more than half (51%) of the respondents were male and just under half (48%) were female.

The average interview length was 15-20 minutes however; some interviews took as long as 2 hours. All interviewing took place between December 2012 and March 2013 including the 18 key stakeholder interviews. CBSR attempted to ensure as broad a representation as possible of gender, age and position within the communities. However, overall we found it more difficult to engage with young people under the age of 20. The community of Papunya also shows a considerably smaller sample number in relation to the other communities. Papunya was the smallest community in the trial and at the time of the site visit, the community was extremely quiet. Of the 20 plus service providers delivering into the community, the majority of them work on a drive-in-drive-out basis, and were not available to interview.



# 14. Appendix I: Fieldwork instruments and forms

## 14.1. Pilot Quantitative Report Card

Quant Report Card	
<b>Project No.:</b> 43884 42	<b>Project Name:</b> Evaluation of Sworn Community Engagement Police Officer's Trial

### TO BE FILLED IN BY ALL PARTICIPANTS

Community member ☐ Service provider ☐ Service provider type \_\_\_\_\_

What community do you live in? \_\_\_\_\_

Country/Clan \_\_\_\_\_

Indigenous ☐ Non Indigenous ☐ Male ☐ Female ☐

Date of Birth \_\_\_\_\_

Language spoken at home \_\_\_\_\_

Married Yes ☐ No ☐

Children Yes ☐ No ☐

Do you know who the Community Engagement Police Officer (CEPO) is here?  
Yes ☐ No ☐

IF NOT SURE SAY FIRST NAME AND IF NECESSARY SHOW PHOTOGRAPH

Do you know who the CEPO is here now?

Yes ☐

No ☐ **THANK PARTICIPANT AND TERMINATE INTERVIEW**

Do you think that the Community Engagement Police Officer has helped to...(ASK THIS FOR EVERY QUESTION BELOW AND CRICICLE ANSWER)

2. Make it easier for people and families to get on with the police here?

<b>Very often</b>	<b>Often</b>	<b>Sometimes</b>	<b>Hardly ever</b>	<b>Never</b>	<b>Don't Know</b>
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3. Make people and families feel safer here?

<b>Very often</b>	<b>Often</b>	<b>Sometimes</b>	<b>Hardly ever</b>	<b>Never</b>	<b>Don't Know</b>
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4. Work with people and families to bring in new safety actions/programs?

<b>Very often</b>	<b>Often</b>	<b>Sometimes</b>	<b>Hardly ever</b>	<b>Never</b>	<b>Don't Know</b>
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5. Help police and other services like Night Patrols work better together?

<b>Very often</b>	<b>Often</b>	<b>Sometimes</b>	<b>Hardly ever</b>	<b>Never</b>	<b>Don't Know</b>
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6. Improve safe behaviour like better school attendance or less grog, /or gunja smoking / petrol sniffing?

<b>Very often</b>	<b>Often</b>	<b>Sometimes</b>	<b>Hardly ever</b>	<b>Never</b>	<b>Don't Know</b>
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7. Encourage community involvement (everyone working together) to make sure new safety actions/programs work?

<b>Very often</b>	<b>Often</b>	<b>Sometimes</b>	<b>Hardly ever</b>	<b>Never</b>	<b>Don't Know</b>
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8. Have less youth contact with the criminal justice system (i.e. police and courts)?

<b>Very often</b>	<b>Often</b>	<b>Sometimes</b>	<b>Hardly ever</b>	<b>Never</b>	<b>Don't Know</b>
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9. Have less adult contact with the criminal justice system (i.e. police and courts)?

<b>Very often</b>	<b>Often</b>	<b>Sometimes</b>	<b>Hardly ever</b>	<b>Never</b>	<b>Don't Know</b>
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10. Improve information given to police like increasing the reporting of crime?

<b>Very often</b>	<b>Often</b>	<b>Sometimes</b>	<b>Hardly ever</b>	<b>Never</b>	<b>Don't Know</b>
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11. Change the types of crimes reported like family violence and assault?

<b>Very often</b>	<b>Often</b>	<b>Sometimes</b>	<b>Hardly ever</b>	<b>Never</b>	<b>Don't Know</b>
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What are the three things that worry you the most? (**RANKED FROM 1-3 IN IMPORTANCE – WRITE IN NUMBER AGAINST THE ISSUE BELOW**)

<ul style="list-style-type: none"> <li>• Grog/gunja</li> <li>• Grog</li> <li>• Sniffing paint or petrol</li> <li>• Family fighting arguing</li> <li>• Bullying and Teasing, being threatened by others</li> <li>• Someone hurting you</li> <li>• Being safe</li> <li>• Humbugging?</li> </ul>	<ul style="list-style-type: none"> <li>• What your body looks like</li> <li>• Children not being looked after properly</li> <li>• Children being out at night</li> <li>• Children not going to school</li> <li>• Dangerous driving</li> <li>• Sorcery (Use local word)</li> <li>• Payback</li> <li>• Health?</li> </ul>	<ul style="list-style-type: none"> <li>• Worries about your self</li> <li>• Overcrowded houses</li> <li>• Having enough to eat</li> <li>• Not knowing where to go for help</li> <li>• Boredom</li> <li>• School problems</li> <li>• Jealousy</li> <li>• Police?</li> <li>• Other?_____</li> </ul>
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Has this changed in the last year? How come?

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**IF NOT MENTIONED PROMPT:** How about the CEPO, have they had any impact on these issues? \_\_\_\_\_

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## 14.2. Post Pilot Quantitative Report Card

Quant Report Card	
<b>Project No.:</b> 43884 42	<b>Project Name:</b> Evaluation of Sworn Community Engagement Police Officer's Trial

### TO BE FILLED IN BY ALL PARTICIPANTS

Community member ☐ Service provider ☐ Service provider type \_\_\_\_\_

What community do you live in? \_\_\_\_\_

Country/Clan \_\_\_\_\_

Indigenous ☐ Non Indigenous ☐ Male ☐ Female ☐

Date of Birth \_\_\_\_\_

Language spoken at home \_\_\_\_\_

Married    Yes ☐                  No ☐

Children                  Yes ☐                  No ☐

Do you know who the Community Engagement Police Officer (CEPO) is here?  
Yes ☐    No ☐

IF NOT SURE SAY FIRST NAME AND IF NECESSARY SHOW PHOTOGRAPH

Do you know who the CEPO is here now?

Yes ☐

No ☐ **THANK PARTICIPANT AND TERMINATE INTERVIEW**

Do you think that the Community Engagement Police Officer has helped ...(ASK  
**THIS FOR EVERY QUESTION BELOW AND CIRCLE ANSWER**)

1. To make it easier for the community to get on with the police here?

Very often	Often	Sometimes	Hardly ever	Never	Don't Know
Heaps - big mob	Alot	Little bit	Not much		

2. To make the community feel safer here?

Very often	Often	Sometimes	Hardly ever	Never	Don't Know

3. Work with the community to bring in new safety plans?

Very often	Often	Sometimes	Hardly ever	Never	Don't Know

4. Police and other services like Night Patrols, Shire, Sport and Rec and schools work better together?

<b>Very often</b>	<b>Often</b>	<b>Sometimes</b>	<b>Hardly ever</b>	<b>Never</b>	<b>Don't Know</b>
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5. Improve safe behaviour like better school attendance or less grog, /or gunja smoking / petrol sniffing?

<b>Very often</b>	<b>Often</b>	<b>Sometimes</b>	<b>Hardly ever</b>	<b>Never</b>	<b>Don't Know</b>
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6. Get community working together to make sure new safety actions/programs work?

<b>Very often</b>	<b>Often</b>	<b>Sometimes</b>	<b>Hardly ever</b>	<b>Never</b>	<b>Don't Know</b>
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7. Less young ones get in trouble with the police?

<b>Very often</b>	<b>Often</b>	<b>Sometimes</b>	<b>Hardly ever</b>	<b>Never</b>	<b>Don't Know</b>
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8. Less adults get in trouble with the police?

<b>Very often</b>	<b>Often</b>	<b>Sometimes</b>	<b>Hardly ever</b>	<b>Never</b>	<b>Don't Know</b>
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9. People feel more comfortable telling the police about crimes?

<b>Very often</b>	<b>Often</b>	<b>Sometimes</b>	<b>Hardly ever</b>	<b>Never</b>	<b>Don't Know</b>
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10. People feel more comfortable telling the police about crimes like family violence, break-ins, drugs and assault?

<b>Very often</b>	<b>Often</b>	<b>Sometimes</b>	<b>Hardly ever</b>	<b>Never</b>	<b>Don't Know</b>
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### 14.3. Galiwinku (Comparator) Quantitative Report Card

#### Quant Report Card

**Project No.:** 43884 42

**Project Name:** CEPO Evaluation

#### TO BE FILLED IN BY ALL PARTICIPANTS

Community member ☐ Service provider ☐ Service provider type\_\_\_\_\_

What community do you live in? \_\_\_\_\_

Country/Clan\_\_\_\_\_

Indigenous ☐ Non Indigenous ☐

Male ☐

Female ☐

Date of Birth\_\_\_\_\_

Language spoken at home\_\_\_\_\_

Married    Yes ☐            No ☐

Children            Yes ☐            No ☐

Over the last 2 years do you think the Police have helped ...**(ASK THIS FOR EVERY QUESTION BELOW AND CIRCLE ANSWER)**

1. To make it easier for the community to get on with them here?

<b>Very often</b>	<b>Often</b>	<b>Sometimes</b>	<b>Hardly ever</b>	<b>Never</b>	<b>Don't Know</b>
<b>Heaps - big mob</b>	<b>Alot</b>	<b>Little bit</b>	<b>Not much</b>		

2. To make the community feel safer here?

<b>Very often</b>	<b>Often</b>	<b>Sometimes</b>	<b>Hardly ever</b>	<b>Never</b>	<b>Don't Know</b>
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3. Work with the community to bring in new safety plans?

<b>Very often</b>	<b>Often</b>	<b>Sometimes</b>	<b>Hardly ever</b>	<b>Never</b>	<b>Don't Know</b>
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4. Other services like Night Patrols, Shire, Sport and Rec and schools work better together?

<b>Very often</b>	<b>Often</b>	<b>Sometimes</b>	<b>Hardly ever</b>	<b>Never</b>	<b>Don't Know</b>
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5. Improve safe behaviour like more kids going to school or less grog, /or gunja smoking / petrol sniffing?

<b>Very often</b>	<b>Often</b>	<b>Sometimes</b>	<b>Hardly ever</b>	<b>Never</b>	<b>Don't Know</b>
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6. Get community working together to make sure new safety actions/programs work?

<b>Very often</b>	<b>Often</b>	<b>Sometimes</b>	<b>Hardly ever</b>	<b>Never</b>	<b>Don't Know</b>
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7. Less young ones get in trouble with the police?

<b>Very often</b>	<b>Often</b>	<b>Sometimes</b>	<b>Hardly ever</b>	<b>Never</b>	<b>Don't Know</b>
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8. Less adults get in trouble with the police?



<b>Very often</b>	<b>Often</b>	<b>Sometimes</b>	<b>Hardly ever</b>	<b>Never</b>	<b>Don't Know</b>
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9. People feel more comfortable telling them about crimes?

<b>Very often</b>	<b>Often</b>	<b>Sometimes</b>	<b>Hardly ever</b>	<b>Never</b>	<b>Don't Know</b>
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10. People feel more comfortable telling them about crimes like family violence, break-ins, drugs and assault?

<b>Very often</b>	<b>Often</b>	<b>Sometimes</b>	<b>Hardly ever</b>	<b>Never</b>	<b>Don't Know</b>
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#### 14.4. Qualitative Guide (used for both pilot and post pilot community visits)

### QMS QUAL MODERATOR DISCUSSION GUIDE TEMPLATE

<b>Project No:</b> 43884 42	<b>Project Name:</b> Evaluation of the Sworn Community Engagement Police Officers Trial
<b>Main Client Service Contact:</b> John Young, Desleigh Dunnett	
<b>Client Service Project Leader:</b> John Young	
<b>Issue Date:</b> 11/12/2012	<b>Interview Type:</b> Focus group, mini group and depth interviews

#### 1. *Background Information*

Colmar Brunton has been commissioned by the Attorney-General's Department (AGD) to evaluate the trial of Community Engagement Police Officers (CEPOs) in the Northern Territory. The trial commenced in July, 2011 and is set to end in June, 2013. This evaluation will assess the overall effectiveness of the trial in meeting its objective as set out in the Closing the Gap in the Northern Territory National Partnership Agreement. The CEPOs are expected to engage with the community to develop a shared understanding of priority issues and build relationships with the community.

The role of CEPOs also includes:

- initiating community engagement activities involving youth and other identified groups within the community;
- identifying hot spots by mapping criminal activity;
- identifying suspected offenders, including by sharing information with service delivery agencies;
- identifying causal factors for offending, including through discussions with the families of offenders and residents in high crime locations, and
- preparing recommendations on services needed to address those factors.

The evaluation will specifically assess whether and how the CEPOs have contributed to:

- improved relations between police and the communities in which they are based;
- improved level of perceived safety in the communities they are based;
- the successful implementation of community safety initiatives with support and involvement of community members (or lessons taken from unsuccessful initiatives and applied to later initiatives);

- enhanced coordination between police and government and non-government service providers, such as Night Patrols;
- improved social norms or behaviours which impact on safety, for example increased school attendance or reduced alcohol consumption;
- the prevention of youth and other identified groups in participating communities from initial or further contact with the criminal justice system;
- improvements in information available to police, including increases in reporting of crime; and
- changes in crime by specific type (noting increased reporting may result in crime rates going up).

In addition, the research needs to identify any systemic issues impacting the effectiveness of the CEPOs trial, such as support provided to CEPOs by the NT Police including training, supervision and addressing operational issues.

This evaluation will also provide, where relevant, recommendations on the value of continuing or extending the use of the CEPOs and recommendations on how the effectiveness of these officers may be improved.

## 2. Sample/Recruiting Specification & Quota Instructions

The interviews will be conducted in 2 phases - a key stakeholder phase involving 15 key stakeholder interviews with senior police and government officials and main fieldwork phase involving mainly face to face community based interviews with targets as outlined in the tables below.

### Proposed sample profile for fieldwork phase

Interviews	Maningrida 4 days	Angurugu/ Umbakumba 4 days	Wadeye 4 days	Yuendumu 4 days	Galiwin'ku (Comparator) 4 days
Traditional owners, elders and community leaders n=15	3	3	3	3	3
Community members (including young people and their families) n=150	30	30	30	30	30
Police officers and CEPO	3	3	3	3	3

n=15					
Teachers n=10	2	2	2	2	2
Other key stakeholders – Local Reference Group members, Youth workers, Drug and Alcohol service staff, Women's and Men's Centres, Safe House staff, Night Patrol, Council, Sport and Rec workers, CDEP or employment services providers, employers, Store managers and <u>other key stakeholders not located in the community</u> n=60	12	12	12	12	12
TOTAL	50	50	50	50	50

Interviews	Lajamanu 3 days	Ali Curung 2 days	Papunya 2 days	Hermannsburg 3 days
Traditional owners, elders and community leaders n=10	3	2	2	3
Community members				

(including young people and their families) n=60	22	8	8	22
Police officers and CEPO n=10	3	2	2	3
Teachers n=8	2	2	2	2
Other key stakeholders – Local Reference Group members, Youth workers, Drug and Alcohol service staff, Women's and Men's Centres, Safe House staff, Night Patrol, Council, Sport and Rec workers, CDEP or employment services providers, employers, Store managers and <u>other key stakeholders not located in the community</u> n=32	10	6	6	10
TOTAL	40	20	20	40

Target	Desktop	Fieldwork phase	TOTAL
Traditional owners, elders and community	-	25	25

leaders			
Community members (including young people and their families)	-	210	210
Police officers and CEPO	-	25	25
Teachers	-	18	18
Other key stakeholders	15	92	107
<b>TOTAL</b>	<b>15</b>	<b>370</b>	<b>385</b>

### **3. Schedule/Timing**

Field work will commence in February 2013. Exact dates will be confirmed following consultation with the NT Police Airwing.

Field work will be completed by early March 2013.

### **4. Incentive/Thank-you**

All community members who complete an interview will be offered a \$30 store voucher provided these are available. Vouchers will be organised through the community store. If not available a suitable alternative will be arranged i.e. fishing lines, clothing or food.

### **5. Instructions – Dealing With Overall Project Questions From Respondent**

#### **Protocol for answering questions pertaining to CLIENT IDENTITY:**

The research is being conducted on behalf of the Attorney-General's Department for the Australian Government.

#### **Protocol for answering questions pertaining to RESEARCH SUBJECT:**

The research is to let us know what people think of the Community Engagement Police Officer Trial. We would like to know how you feel the trial has been going and if you have any suggestions that would have made it better for your mob.

## QMS QUAL DISCUSSION GUIDE

<b>Project No.:</b> 43884 42	<b>Project Name:</b> Evaluation of the Sworn Community Engagement Police Officers Trial
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### SECTION A: INTRODUCTION (MANDATORY QMS REQUIREMENTS)

Stimulus	Outcome
<b>TOPIC 1: GENERAL INTRODUCTION</b>	<b>10 mins</b>
<p>Hi I am... and I am working for Colmar Brunton Social Research on a consultation to yarn with you about how the Community Engagement Police Officer (CEPO) Trial has been working in your community...</p> <p><b>ADAPT THIS INTRODUCTION AND GUIDE AS NECESSARY FOR COMMUNITY MEMBERS AND KEY STAKEHOLDERS</b></p> <p><b><u>OMIT IF NECESSARY:</u></b></p> <p>I feel privileged to be a visitor here and wish to acknowledge Aboriginal and Torres Strait Islander people as the original inhabitants of this continent and to recognise their loss of land; children, languages, health and kin, and I support present and future Elders in restoring their culture.</p> <p>I would also want to pay my respects to your family and to thank you for letting me come to yarn with you today.</p> <p><b>COMPULSORY PRIVACY ACT REQUIREMENTS</b></p> <ul style="list-style-type: none"> <li>• Today we are going to have a yarn about the Community Engagement Police Officer trial and how it's going...</li> <li>• This research is being done for the Attorney-General's Department and the Australian Government and the NT Police.</li> <li>• Our interview will go for about half an hour. Are you happy to be part of the study?</li> <li>• You can withdraw at any time either during this interview or by calling me on this freecall telephone number <u>1800 004 446</u> (<b>PROVIDE INFORMATION SHEET</b>)</li> <li>• Your answers will be mixed with everyone else's and no-one's names are used in our reports.</li> <li>• If you would prefer not to answer any of these questions, that's fine.</li> <li>• Any questions before we start?</li> </ul> <p><b>IF NECESSARY</b></p> <ul style="list-style-type: none"> <li>• CBSR researchers are required to work in accordance with the ESOMAR International Code of Conduct for Market Research, the Australian Market &amp; Social Research Privacy Principles (which subsume the National Privacy</li> </ul>	<ul style="list-style-type: none"> <li>○ Advise respondents of Privacy Act details</li> </ul>

Principles) and the AMSRS Code of Professional Behaviour, to which our researchers are signatories.	
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## SECTION B: QUESTIONS

**HAND PARTICIPANTS THE QUANT REPORT CARD (SHORT SURVEY) AND ASK THEM TO FILL IN OR FILL IN FOR THEM, BEFORE ANY FURTHER DISCUSSION TAKES PLACE.**

If you have any trouble filling these out please let me know and I will come around and help out.

**AFTER THE QUANT REPORT CARD IS COMPLETE ASK:**

### **Topic 2: Explore the issues raised in the quantitative report card in more detail**

FOR Q1-10 ON THE REPORT CARD ASK:

- How come you feel this way?

IF NECESSARY – How can we make this better?

### **Topic 3: Extent to which the CEPO has achieved its stated objectives**

**ASK ALL**

- How much contact have you had with the CEPO here?  
PROBE: What sort of contact?  
PROBE: What sort of things do they do in your community? How often?
- What are all the good and bad things about having a CEPO in your community?
- How, if at all, has policing changed since the CEPO came here? IF APPLICABLE How about since they left?
- How do you feel about the police since the CEPO came here? How come?

### **Topic 4: Community sense of ownership and engagement**

**ASK ALL**



- Is the CEPO supported by the wider community (i.e. all clans and families)? How come?
- Is the CEPO equally available to all youth and parents? Are any clan groups or families left out? How about people in the outstations and homelands? How about men and women?

PROBE: Does it matter if the CEPO is male or female? How come?

- Does the CEPO try to get the community involved?
- Does the CEPO consult with the wider community?

### **Topic 5: Linkages and engagement between the CEPO and other programs**

#### **ONLY ASK STAKEHOLDERS AND PEOPLE WHO WOULD HAVE THIS KNOWLEDGE**

- Does the CEPO link (work well) with other services and programs (i.e. Sport and Rec, education, justice, Night Patrol, GBM or youth) or not?
- Where do their roles overlap?
- Do they help services and people work together or not? In what ways?

PROBE: Does wearing a uniform help or hinder this?

- Is there any follow up or referrals to other programs and services? How come?
- Has the CEPO helped you in your role? Yes/No, why and how?
- Has having a CEPO in the community been helpful to your work? Yes/No, why and how?

### **Topic 6: Improvements**

#### **ONLY ASK STAKEHOLDERS AND PEOPLE WHO WOULD HAVE THIS KNOWLEDGE**

- What key elements make the CEPO work? What learning's/principles of operation and engagement could be applied elsewhere?
- What doesn't work and why? Explore any negative consequences and barriers to effective service provision and how they might be overcome?
- How might the CEPO be improved? What works to do better (including no and low cost

ideas)? PROBE: environmental, funding, program design, implementation?

- Who are the partners that have a role to help the CEPO do better?
- Do you think it would make any difference if the work done by the CEPO was performed by a sworn vs unsworn officer?
- Do you think the role of the CEPO could be performed just as effectively by someone else? For example a community engagement officer employed by the community/Shire?

### **Topic 7: Resourcing and implementation**

#### **ONLY ASK STAKEHOLDERS AND PEOPLE WHO WOULD HAVE THIS KNOWLEDGE**

- Was the CEPO program implemented (set up) in the way it was originally planned?
- Have there been any unintended consequences? Positive or negative?
- Was the CEPO program implemented in accordance with agreement timeframes, including achievement of deliverables? If there were delays, how come? If deliverables were not met, how come? How can these issues be addressed moving forwards?
- Does the fly in fly out model work? Good things/bad things?
- Has the CEPO managed to harness and tap into other community activities?
- Do you think the CEPO had enough resources to do their work?

### **Topic 8: Future evaluation**

#### **ONLY ASK STAKEHOLDERS AND PEOPLE WHO WOULD HAVE THIS KNOWLEDGE**

- Any suggestions for future monitoring, evaluation and reporting of the CEPO and its achievements?
- Who are the CEPOs users/clients/customers?
- How can we measure if the users of the CEPO are better off (PROBE: Skills and knowledge, Attitudes, Behaviour and Life Circumstance)?
- How can we measure if the CEPO is delivering services well (i.e. doing what they are supposed to be doing well)?
- How is the CEPO currently doing on the most important of these measures?

## **Topic 9: Most significant change technique**

### **ASK ALL**

- What are the three biggest changes that have occurred in your community and wider region as a result of the Community Engagement Police Officer being in place?
- What are the three biggest challenges that need to be addressed to ensure the program continues to meet its objectives into the future?

### **SECTION C: CONCLUSION (MANDATORY QMS REQUIREMENTS)**

<b>Guide</b>	<b>Stimulus</b>	<b>Outcome</b>
<b>CLOSING AND THANKING (2 min)</b>		<b>2 mins</b>
Thanks – any final comments or questions? Thanks for your time and your input  <b>HAND OUT STORE VOUCHERS TO NON STAKEHOLDERS</b>  <b>MANDATORY QMS REQUIREMENTS</b> <ul style="list-style-type: none"><li>• State that as this is market research, it is carried out in compliance with the Privacy Act / information provided will only be used for research purposes.</li><li>• Remind them that you are from Colmar Brunton. Advise if any queries, call the Market Research Society's free Survey Line on 1300 364 830 or (CBR number).</li></ul>	-	-

## Questions for key stakeholder desktop interviews

To what extent has the Trial achieved its stated objectives related to...

- Improved relations between police and the communities in which they are based? If yes, would this be likely to have occurred even without a CEPO?
  - Improved level of perceived safety in the communities they are based?
  - The successful implementation of community safety initiatives with support and involvement of community members (or lessons taken from unsuccessful initiatives and applied to later initiatives)?
  - Enhanced coordination between police and government and non-government service providers, such as Night Patrols?
  - Improved social norms or behaviours which impact on safety, for example increased school attendance or reduced alcohol consumption?
  - The prevention of youth and other identified groups in participating communities from initial or further contact with the criminal justice system?
  - Improvements in information available to police, including increases in reporting of crime?
  - Changes in crime by specific type (noting increased reporting may result in crime rates going up)?
  - Community and youth activities, 'hot spot' mapping, information sharing and the identification of service needs
- 
- What has worked well to date and why?
  - Have there been any unintended consequences? Positive or negative?
  - Implementation issues, including resourcing, administration and governance, and support from colleagues and superiors?
  - How about links between the Trial and other programs, and integration with policing priorities?
  - What has been the extent of community engagement and ownership?
  - Any changes required to improve the program?
  - Ideas on program logic
    - What were the foundational activities that took place to establish the program eg funding, training, recruitment, planning, and consultation?
    - What were the planned outputs/processes established on the ground eg structured activities, interagency meetings, protocols to work with other service providers, general police and Night Patrol?
    - What are the intended short term outcomes eg giving people something to do?
    - What are the intended medium term outcomes eg less people getting in trouble with the law?
    - What are the long term outcomes eg people feel safer, less crime, communities start running their own programs based on CEPO model?

## 14.5. Galiwinku (Comparator) Qualitative Guide

### QMS QUAL DISCUSSION GUIDE

**Project No.:** 43884 42

**Project Name:** CEPO Evaluation

#### SECTION A: INTRODUCTION (MANDATORY QMS REQUIREMENTS)

Stimulus	Outcome
<b>TOPIC 1: GENERAL INTRODUCTION</b>	
<b>10 mins</b>	
<p>Hi I am... and I am working for Colmar Brunton Social Research on a consultation to yarn with you about Policing in your community...</p> <p><b>ADAPT THIS INTRODUCTION AND GUIDE AS NECESSARY FOR COMMUNITY MEMBERS AND KEY STAKEHOLDERS</b></p> <p><b><u>OMIT IF NECESSARY:</u></b></p> <p>I feel privileged to be a visitor here and wish to acknowledge Aboriginal and Torres Strait Islander people as the original inhabitants of this continent and to recognise their loss of land; children, languages, health and kin, and I support present and future Elders in restoring their culture.</p> <p>I would also want to pay my respects to your family and to thank you for letting me come to yarn with you today.</p> <p><b>COMPULSORY PRIVACY ACT REQUIREMENTS</b></p> <ul style="list-style-type: none"> <li>• Today we are going to have a yarn about the Policing in your community and how it's going...</li> <li>• This research is being done for the Attorney-General's Department and the Australian Government and the NT Police.</li> <li>• Our interview will go for about half an hour. Are you happy to be part of the study?</li> <li>• You can withdraw at any time either during this interview or by calling me on this freecall telephone number <u>1800 004 446</u>.</li> <li>• Your answers will be mixed with everyone else's and no-one's names are used in our reports.</li> <li>• If you would prefer not to answer any of these questions, that's fine.</li> <li>• Any questions before we start?</li> </ul> <p><b>IF NECESSARY</b></p> <ul style="list-style-type: none"> <li>• CBSR researchers are required to work in accordance with the ESOMAR</li> </ul>	<ul style="list-style-type: none"> <li>○ Advise respondents of Privacy Act details</li> </ul>

International Code of Conduct for Market Research, the Australian Market & Social Research Privacy Principles (which subsume the National Privacy Principles) and the AMSRS Code of Professional Behaviour, to which our researchers are signatories.	
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## **SECTION B: QUESTIONS**

**HAND PARTICIPANTS THE QUANT REPORT CARD (SHORT SURVEY) AND ASK THEM TO FILL IN OR FILL IN FOR THEM, BEFORE ANY FURTHER DISCUSSION TAKES PLACE.**

If you have any trouble filling these out please let me know and I will come around and help out.

**AFTER THE QUANT REPORT CARD IS COMPLETE ASK:**

### **Topic 2: Explore the issues raised in the quantitative report card in more detail**

FOR Q1-10 ON THE REPORT CARD ASK:

- How come you feel this way?

IF NECESSARY – How can we make this better?

### **Topic 3: Police in the community**

**ASK ALL**

- How much contact have you had with the Police here?  
PROBE: What sort of contact?  
PROBE: What sort of things do they do in your community? How often?
- What are all the good and bad things about having Police in your community?
- How, if at all, has policing changed over the last 2 years?

### **Topic 4: Community sense of ownership and engagement**

**ASK ALL**

- Are the Police supported by the wider community (i.e. all clans and families)? How come?

- Are the Police equally available to all youth and parents? Are any clan groups or families left out? How about people in the outstations and homelands? How about men and women?

PROBE: Does it matter if the Police are male or female? How come?

- Do the Police try to get the community involved?
- Do the Police consult with the wider community?

### **Topic 5: Linkages and engagement**

#### **ONLY ASK STAKEHOLDERS AND PEOPLE WHO WOULD HAVE THIS KNOWLEDGE**

- Do the Police link (work well) with other services and programs (i.e. Sport and Rec, education, justice, Night Patrol, GBM or youth) or not?
- Where do their roles overlap?
- Do they help services and people work together or not? In what ways?

PROBE: Does wearing a uniform help or hinder this?

- Is there any follow up or referrals to other programs and services? How come?
- Have the Police helped you in your role? Yes/No, why and how?
- Are the Police helpful to your work? Yes/No, why and how?

### **Topic 6: Community Policing**

#### **ONLY ASK STAKEHOLDERS AND PEOPLE WHO WOULD HAVE THIS KNOWLEDGE**

- Do the Police get involved in community events?
- Are they seen as part of the Community?
- Would it be helpful to have a Police officer dedicated to building trust and relationships in the community through community policing initiatives such as organising sports, move nights, discos, camps, and excursions to county? How come?
- Do you think it would make any difference if this work was done by a sworn vs unsworn officer?
- Do you think this role could be performed just as effectively by someone else? For

example a community engagement officer employed by the community/Shire?

- Do you think the role should be based in the community or on a fly in fly out basis?

## SECTION C: CONCLUSION (MANDATORY QMS REQUIREMENTS)

Guide	Stimulus	Outcome
<b>CLOSING AND THANKING (2 min)</b>		<b>2 mins</b>
<p>Thanks – any final comments or questions? Thanks for your time and your input</p> <p><b>HAND OUT INCENTIVES TO NON STAKEHOLDERS</b></p> <p><b>MANDATORY QMS REQUIREMENTS</b></p> <ul style="list-style-type: none"> <li>• State that as this is market research, it is carried out in compliance with the Privacy Act / information provided will only be used for research purposes.</li> <li>• Remind them that you are from Colmar Brunton. Advise if any queries, call the Market Research Society's free Survey Line on 1300 364 830 or (CBR number).</li> </ul>	-	-



## 14.6. Introduction Letter For Research Participants



**Australian Government**  
**Attorney-General's Department**

December, 2012

To Whom It May Concern,

**Evaluation of the Sworn Community Engagement Police Officer's Trial**

The Australian Government Attorney-General's Department, has commissioned Colmar Brunton Social Research to evaluate the Sworn Community Engagement Police Officer's (CEPO) Trial. The trial has been running since July, 2011 and will end in June, 2013.

The evaluation will examine the effectiveness of the CEPO in the communities where they have been stationed through the Northern Territory. The evaluation team will be speaking to community members, service providers and key stakeholders. Interviews will be conducted face to face as well as by phone where required.

The evaluation team will aim to employ two local people who will be actively involved in the evaluation with support from the consultant.

John Young or Desleigh Dunnett will be in visiting your community in February or March 2013. You may be approached by the research team to take part in the evaluation process. The Attorney –General's Department appreciate your support in this evaluation.

For any questions or further information, please contact:

John Young – Colmar Brunton Social Research Ph: 0437 865 279 or

Mark Colwell - Commonwealth Attorney-General's Department Ph: 02 6141 2556

Yours Sincerely

Andrew Walter

Assistant Secretary  
Indigenous Justice & Community Safety Branch  
Social Inclusion Division  
Attorney-General's Department

## 14.7. Information Sheet and Consent Form

### Information Sheet and Consent Form

My name is \_\_\_\_\_ today I am working for a company that has been asked by the government to find out how the Community Engagement Police Officer trials are going. Our company is called Colmar Brunton

We are talking to people about whether or not the Community Engagement Police Officer Trial has changed how the community works with the police, and if so, how it has changed and what could make it better. The trial commenced in 8 communities around the Northern Territory in July, 2011 and is set to end in June, 2013.

By taking part in this survey your name will not be used in any reports.

The information from the survey will be PRIVATE (confidential) and locked away.

The interview will take about 30 minutes.

**YOU DECIDE IF YOU WANT TO TAKE PART IN THIS SURVEY. THIS MEANS YOU CAN SAY NO.**

**YOU CAN STOP AT ANY TIME.**

**YOU DON'T HAVE TO ANSWER ANY QUESTION YOU ARE NOT COMFORTABLE ANSWERING.**

Do you have any questions about what we are doing?

Do you have any worries about what we are doing?

Can you help us by taking part in the survey?

#### CONSENT

*(to be signed by researcher on behalf of participant once consent is given if they don't want to sign themselves)*

Signature: \_\_\_\_\_ Date: \_\_\_\_\_

\_\_\_\_\_

If you have any problems please call the following people regarding the project.

Colmar Brunton: John Young Ph: 0437 865 279

Attorney-Generals Department: Mark Colwell Ph: 02 6141 2556

## 14.8. Example of a Request For Permission To Visit Community Letter

Wadeye Community members  
Wadeye

December, 2012

**Re: Seeking permission to interview people to ask how they feel about the Community Engagement Police Officer in your community.**

Dear Sir/Madam,

My name is John Young, from an Australian social research company called Colmar Brunton. I would like to ask your permission to come to Wadeye to talk with people about whether or not the Community Engagement Police Officer trial has changed how the community works with the Police, and if so, how it has changed. The Government particularly wants to know if people in Wadeye feel that their relationship with the Police is better and if the community feels safer. The trial commenced in July 2011 and is set to end in June, 2013. Finding the answer to these questions will help the Government find out what impact the Community Engagement Police Officer has had on people living in communities in the Northern Territory. They want to do this so that they can learn what needs to be done make sure communities feel safer and that they can work well with the Police.

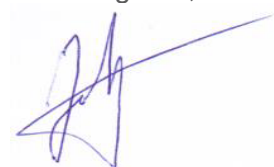
If Wadeye gives permission, you will be one of 8 communities in the NT to be part of this evaluation. John Young and two local people will be working together in the community. We are hoping to come to the community for a week from December 10th to December 13th this year.

If Wadeye gives permission for us to visit, the results of our interviews with community members will be presented back to the community once the research has been completed.

We understand that the ownership of Aboriginal knowledge and cultural heritage is retained by the informant and this will be acknowledged in research findings and in the dissemination of the research.

Please don't hesitate to contact me on John 0437 865 279 any questions you may have.

Kind Regards,



John Young  
Qualitative Specialist  
Colmar Brunton



## 15. Appendix J: Meet Maningrida's favourite police officer

### Meet Maningrida's favourite police officer

17 July 2012

Community Engagement Police Officer (CEPO) Csaba Boja!



It was hard for the hundreds of youth that attended the West Arnhem Sports Carnival in Maningrida last month not to have fun with the NT Early Intervention Pilot Program (NTEIPP) crew, Blue Light Disco and local dancing Police Officer, Csaba Boja getting involved in the action.

Students from Ramingining, Gapuwiyak, Shepherdson, Milingimbi, Maningrida and Warruwi participated in a variety of sports and fun activities supported by the local community.

NTEIPP Youth Outreach Officer Kay Balnaves said this annual event that moves around the communities, was a great opportunity for youth to enjoy recreational activities and engage with Police.

"It was fantastic to see the whole community attending, supporting and participating in activities," she

said.

“Maningrida CEPO Csaba Boja, affectionately known as 'Chubba,' was like a local celebrity and he got involved with activities from score keeping, road blocks, selling glow sticks and busting some pretty impressive dance moves at the Northern Territory Police Blue Light disco.”

#### **How long have you been in Maningrida for?**

After completing my induction as the Community Engagement Officer, I commenced my duties here in the community of Maningrida on the 8th of August 2011. There aren't too many people around here I don't know.

#### **Was it difficult to organise an event like the Sports Carnival?**

The Arnhem Land Sports festival consists of about 6 Arnhem Land remote community's that partake in the festival and every 5 years it comes back to Maningrida. The school is the main hub and there was a major contribution from the Principal(s), staff, all the teachers (not only from Maningrida) but their respective competing schools. Stakeholders in the community such as BAC (Night Patrol/Child Safety) also got behind the event as well. We all worked together

I guess the whole message of the festival, is about healthy lifestyles and nutrition and competitiveness, both as an individual or in a team environment and encouraging youth to show respect for each other. It went really well and I had a fun time as well as the kids.

#### **What's the best thing about being a CEPO?**

The best part about working in a remote community is definitely the local indigenous persons that reside in these community's. They are very receptive and engaging and the wider community, young and old, have embraced the newly established role as the CEPO, as well as me as a person—they love their Chubba!.

#### **What makes Maningrida a great place to live and work?**

What I have found is the people make the difference here in Maningrida. They are so friendly and caring. Too often it's the simplistic things we take for granted that these people embrace.

#### **What's the hardest thing about being remote?**

Obviously there are challenges and obstacles that you have to overcome and we all have to work within limited resources without being able to access the same opportunities offered in the 'big smoke.'

#### **Why apply for a CEPO Position?**

I worked in Warruwi Themis for 6 months as the Brevet Sergeant and that's where I got the bug to do community engagement policing. I applied for the Maningrida posting as a CEPO because I think I

needed a change from general duties policing. I'd had enough of dealing with drunks, violence etc and wanted to have a more positive approach to policing and give something back to the community—a sense of self fulfilment.

Source: <http://www.pfes.nt.gov.au/Media-Centre/eDrum/eDrumArchive/2012/Meet-Maningridas-favourite-police-officer.aspx>

# 16. Appendix K: A day in the life of a CEPO in Yuendumu

On 20<sup>th</sup> February CBSR researcher Desleigh Dunnett spent a day with the CEPO on patrol in community. A record of the day is presented below. It demonstrates how the CEPO engages with community members, how they use local knowledge to resolve crimes, how they mentor young people, and how they support service providers.

## Case Study: Yuendumu CEPO daily routine – 20<sup>th</sup> February, 2013

### **08:30 – School Run**

The day started with a visit to the school to make contact with the teacher rostered on the school bus to collect kids for school. The CEPO provided support to get kids on the bus, talk with families, provided back up support to the teacher where there were ‘cheeky’ dogs and talk with families if there are any concerns about the kids going to school. The CEPO continued to drive round the community identifying kids who were slow in getting on the school bus and check with families known to have school age children to see why kids had not yet headed off to school. A few kids were still sleeping and parents were advised to wake them and get them off to school. There were also a couple of children who were not attending school due to illness and were going to attend the clinic later in the morning.

### **10:00 – What’s happening in the community today**

During the drive round in the community, several residents waved and called to the CEPO welcoming him back as he and the other stationed officers had been called over to Willowra to provide support with trouble in the community for the previous 3 days. There had been a series of break-ins at a number of facilities including the Post Office and one of the stores. Video footage of the break-ins was viewed and the CEPO was able to identify the offenders. We returned to the school to talk with some of the young boys who were known to associate with the identified offenders. It was clear that the CEPO was well liked and respected in the community with many of the kids running up to say hello and calling out to him. Conversation with the kids was easy and friendly but there was a strong sense of respect being given by all the kids.

Talking with young men in the school, the CEPO was able to obtain further information about who was involved in the series of break-ins and where the individuals were currently staying. This information was then passed onto the operational police who were able to locate the identified individual.

The CEPO demonstrated a good knowledge of individual students, their families and problems that the families were experiencing which have previously impacted in the student’s school attendance and general wellbeing.

The teachers also demonstrated a good relationship with the CEPO with many of them stating that they were so glad to see him back in the community.

### **10:30 am – Locating the perpetrators**

Through information provided to the CEPO at the school, police were able to locate the offenders and



carry out the required action.

Stolen property was also recovered during the continuous circuits of the community. One young man was seen wearing a set of earphones which were believed to have been stolen from the post office during one of the previous night's activities. When approached by the CEPO and asked where he got them from, the youth responded with the name of the identified culprit and requested that they be handed over immediately as they were stolen goods. This was done quickly and with no resistance. Again, there was a level of respect shown by the individual to the CEPO.

#### ***11:30am – Supporting the school system***

A call from the school saw us back in the grounds working with the teachers and principal to sort out a fight which started in the class room. These instances must be addressed quickly and effectively as it has been known to result in large scale community feuding and violence.

The CEPO spoke with each of the boys identified in the incident separately and explained the resulting suspension to them. He also attempted to determine what sparked the fight initially. The CEPO had concerns that there may be some other underlying family issue which could have triggered the fight and how appropriate support could be implemented with the family.

#### ***12:30 pm – Family liaison***

Following the incident with the boys at the school, each of them was suspended and asked to leave the school. Although there was some resistance from one of the boys, speaking with his mother who was brought to the school and explaining the reason for the suspension, the matter was effectively dealt with. The other boy who was involved in the altercation was taken home to his mother who was advised of the incident, the resulting suspension and consulted as to if there were any other issues which may be contributing to the boys current feelings. The CEPO considered this an important activity as this particular boy had been working on his behaviour with the school, the CEPO and other youth services.

#### ***13:30 pm – Community liaison***

Following lunch it was back to driving around the community, talking with people who had called out and asked for help and generally being available to everyone. The CEPO was also able to support the data collection for the project by identifying a number of individuals from both the locals and service providers who were able to shed further light on the activities and work performed by the CEPO. Being seen in the community, stopping and sitting to talk with community members and addressing problems those community members were asking for help with is all part of the daily routine.

During the ongoing laps of the community, the CEPO was called on to provide information, assistance and advice on a number of issues including:

- The theft of a wallet with a driver's license and shooters license which would need replacing. When and how to report the loss.
- Questions around police handling of a particular incident in another community.
- How the football programme was going.
- How long is the CEPO going to be in town for this time? People were stating that he should be in Yuendumu not other places.
- General conversation and catch ups.

It was clear that most people in the community, including the kids, knew who the CEPO was and what



he did.

The CEPO has also supported the Mount Theo/Walpiri Youth Development Aboriginal Corporation in many ways. Attending a trip away to the Gold Coast with a number of boys, supporting the development of a football academy within the community of Yuendumu, assisting with and undertaking a cross fit training programme with community youth.

Although much of the work done is linked to the male groups in the community, many young women were engaged through general conversation with the CEPO also. Gender appropriateness does limit the opportunities for the CEPO to work more with the young women in the community, however, where possible, the CEPO is clearly able to engage with the young women and women in the community

# 17. Appendix L: “They have sent in the goon squad to break heads”

The article below provides a graphic example of how community and police relations can breakdown during times of crisis. This is when the need for a community policing approach is most acute. CEPOs can prevent these types of crisis occurring and can improve the police response to instances of community unrest calming tensions by explaining police actions, listening to the views of locals and by showing respect for people and culture.

**Peter Michael**  
NORTH QUEENSLAND  
CORRESPONDENT

POLICE may be told to get out of two Aboriginal communities for their own safety as racial tension and riots threaten to ignite.

Doomadgee police station has been pelted with rocks and doors smashed in retaliation to a crackdown by riot squad police. The crackdown occurred after a female officer allegedly had her nose smashed by a man wielding a torch in a street dispute.

Hundreds of angry indigenous locals today plan to march on Doomadgee police station alleging police brutality and “highly inflammatory” behaviour from the riot squad officers after the large weekend disturbance.

Extra police have been flown to Doomadgee, Aurukun and Hope Vale after a series of unrelated street fights involving hundreds of locals.

The Queensland Police Union has told *The Courier-Mail* it has warned its 10,000 members the situation in some indigenous communities has deteriorated so much that their safety cannot be guaranteed.

“We have some communities that seem to thrive on attacking police, particularly female police,” Police Union president Ian Leavers said.

He said they were seriously considering advising police to withdraw from these communities.

Aboriginal activist Murrandoo Yanner said hundreds of tribal members from across the Gulf country would converge on Doomadgee police station today.

He said no one was being incited to “bash coppers or burn the station” but locals had to hold police to account.

“They’ve sent in the goon squad to break heads,” Mr Yanner said.

The Barketown-based activist said it was alleged the female officer was drunk or drugged and yelling “black motherf---ers” when she tried to break up a family dispute.

Police denied the allegations, saying they are baseless, and are negotiating with tribal leaders to appeal for calm.

“Police should get out for their own good and leave us to it,” Mr Yanner said.

“This is typical police racism, brutality and ill-treatment.”

Hope Vale Mayor Greg McLean yesterday faced court after he was found by police holding a hunting spear when a blood feud between rival clans flared into a confrontation involving up to 100 people on Tuesday.

Outside court, Mr McLean said he had gone to the fight as a peacemaker and had confiscated the spear from a young “hothead” when police stepped in and inflamed tensions. He said he was capsicum-sprayed and handcuffed before he was charged with affray, obstructing police, and assault.

He has been bailed to reappear on April 2.

**TROUBLED TOWN:** Laura Maclean, with baby Darius (above). Hope Vale Mayor Greg McLean (left).

**Pictures: Brian Cassey**

200-strong street fight on Tuesday.

The hospital, school and shops were shut down as men roamed the streets making death threats, in their ongoing clan war.

Far North Assistant Commissioner Paul Taylor said tensions had calmed down with 17 officers deployed to the strife-torn Aurukun township.

“We’ve got some very experienced officers up there and none of them fear for their safety,” Asst. Commissioner Taylor said.

“I can’t talk for Doomadgee, but we assess the risk to safety all the time.”



Source: Courier-Mail Thursday, March 7, 2013.

Community members and service providers in Wadeye strongly felt that the CEPO was needed more than ever after a violent death in the community caused ongoing unrest. In the event the CEPO was withdrawn and heightened community tensions were still evidenced at the time of our visit there in early 2013.

# 18. Appendix M: Glossary of acronyms

**Table 26: Glossary of acronyms**

Acronym	Meaning
ACPO	Aboriginal Community Police Officer
AGD	Attorney-General's Department
CBSR	Colmar Brunton Social Research
CDEP	Community Development Employment Projects
CEPO	Community Engagement Police Officer
CSP	Community Safety Plan
DET	Department of Education and Training
DVO	Domestic Violence Order
GEC	Government Engagement Co-ordinator
IEO	Indigenous Engagement Officer
KPIs	Key Performance Indicators
OIC	Officer in Charge
MOU	Memorandum of Understanding
NT	Northern Territory
NTER	Northern Territory Emergency Response
PROMIS	Prosecutor's Management Information System
LRG	Local Reference Group
SEAM	School Enrolment and Attendance Measure
SSM	Shire Service Manager
TCG	Tasking and Coordination Group