

Community Safety and Justice Implementation Plan

NATIONAL PARTNERSHIP AGREEMENT ON STRONGER FUTURES IN THE NORTHERN TERRITORY

PART 1: PRELIMINARIES

1. This Implementation Plan is a schedule to the National Partnership on Stronger Futures in the Northern Territory (NP) and should be read in conjunction with that Agreement. The objective of the NP is to support Aboriginal people in the Northern Territory (NT), particularly in remote communities, to live strong, independent lives, where communities, families and children are safe and healthy.
2. The Community Safety and Justice measure directly supports continued improvements in community safety in remote NT communities, particularly through remote policing, community night patrols and supplementary legal assistance services.
3. A key commitment of this Implementation Plan is to increase Aboriginal employment, professionalisation and career development in the delivery of government funded services with appropriate targets and goals set for relevant measures.
4. This Implementation Plan commits both the Commonwealth and Northern Territory to working with Aboriginal stakeholders and community groups to ensure services are responsive, effectively meet community needs, and that agreed mechanisms are in place to provide for their ongoing feedback.

PART 2: TERMS OF THIS IMPLEMENTATION PLAN

5. This Implementation Plan will commence as soon as it is agreed between the Commonwealth, represented by the Minister for Families, Community Services and Indigenous Affairs and the Northern Territory, represented by the Minister for Police, Fire and Emergency Services.
6. As a schedule to the NP, the purpose of this Implementation Plan is to provide the public with an indication of how the Community Safety and Justice measure is intended to be delivered and demonstrate the capacity of the Northern Territory to achieve the outcomes of the NP.
7. This Implementation Plan will cease on completion or termination of the NP, including the acceptance of final performance reporting and processing of final payments against performance benchmarks or milestones.
8. This Implementation Plan may be varied by written agreement between the Commonwealth and Northern Territory Minister responsible for it under the overarching NP.
9. The Parties to this Implementation Plan do not intend any of the provisions to be legally enforceable. However, that does not lessen the Parties' commitment to the plan and its full implementation.

PART 3: STRATEGY FOR THE NORTHERN TERRITORY IMPLEMENTATION

Project information

10. The project elements planned are shown in Tables 1.1 and 1.2.

Table 1.1: Project elements - Delivered by the Northern Territory with Commonwealth contribution

No.	Title	Short description	Planned start date	Planned end date	Dependent on projects
1	Remote policing services	Continuation of community safety activities in remote NT communities, including: <ul style="list-style-type: none"> • Employment of 60 additional Northern Territory Police to provide and support a permanent police presence in the communities listed at Attachment A. • use and maintenance of police infrastructure funded by the Commonwealth and managed by the Northern Territory. • support for the remote policing command for four years to 2015-16; and • an increase in the air capacity of the Northern Territory Police. 	1 July 2012	30 June 2022	3
2	Specialist unit support	Support for the Dog Operations Units and Substance Abuse Intelligence Desks to improve the collection and management of intelligence and interruption to drug supplies.	1 July 2012	30 June 2022	1
3.1	Completion of police complexes in remote communities	Completion of four additional police complexes as commenced under the National Partnership Agreement on Closing the Gap in the Northern Territory, at Gapuwiyak, Ramingining, and Arlparra. Upgrade the existing police complex at Yuendumu.	1 July 2012	30 June 2015	1
3.2	Provision of police facilities in remote communities	Provision of four new remote police complexes in locations to be agreed jointly by the Commonwealth and the Northern Territory.	1 July 2014	30 June 2022	1

Table 1.2: Project elements – Commonwealth Own Purpose Expenses

No.	Title	Short description	Planned start date	Planned end date	Dependent on projects
4	Supplementary legal assistance	Additional services to provide legal advice, referral representation and community education including two Aboriginal Legal Services, three Women's Legal Services, and the Northern Territory Legal Aid Commission.	1 July 2012	30 June 2022	1
5	Community patrols	Services to remote Indigenous communities in the NT to improve the safety of individuals, families and communities increasing the capacity for communities to take more responsibility for their safety.	1 July 2012	30 June 2022	1
6	Support for the Northern Territory Child Abuse Task Force#	Six Australian Federal Police officers to support the work of the Northern Territory Child Abuse Task Force for two years to 30 June 2014.	1 July 2012	30 June 2014	1,2
7	Support for the National Indigenous Violence and Child Abuse Intelligence Task Force	Continued support for two years for the National Indigenous Violence and Child Abuse Intelligence Task Force which is building a national picture of the nature and extent of violence and child abuse in Indigenous communities.	1 July 2012	30 June 2014	1,2

#The Northern Territory Child Abuse Task Force is a joint initiative between the Northern Territory Police, the Northern Territory Department of Health and the Australian Federal Police to investigate reports of child abuse in the Northern Territory.

Estimated costs

11. The maximum financial contribution to be provided by the Commonwealth for the project to the Northern Territory is \$304.638 million payable in accordance with milestones and performance benchmarks set out in Part 4 of this Implementation Plan. All payments are exclusive of GST.
12. The estimated overall budget (exclusive of GST) is set out in Table 2. The budget is indicative only and the Northern Territory retains the flexibility to move funds between components and/or years, as long as outcomes are not affected. The Commonwealth contribution can only be moved between years with the agreement of the Commonwealth.

Table 2: Estimated financial contributions

(\$ million)	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	Total
Element 1 remote policing	16.500	1.723	18.668	19.360	20.277	18.934	19.701	19.873	19.909	20.765	21.662	197.372
Element 2 specialist units	-	3.183	2.928	3.215	3.193	3.549	3.550	3.640	3.300	3.560	3.437	33.555
Element 3.1 completion of police complexes – Closing the Gap	-	-	18.750	6.250	-	-	-	-	-	-	-	25.000
Element 3.2 construction of police complexes	-	-	-	6.089	12.178	12.178	12.178	6.088	-	-	-	48.711
Total estimated budget	16.500	4.906	40.346	34.914	35.648	34.661	35.429	29.601	23.209	24.325	25.099	304.638
less estimated Commonwealth contribution	16.500	4.906	40.346	34.914	35.648	34.661	35.429	29.601	23.209	24.325	25.099	304.638
equals estimated balance of non- Commonwealth contributions	-	-	-	-	-	-	-	-	-	-	-	-
Commonwealth own purpose expense*	0.000	33.986	35.318	31.845	32.354	32.954	33.378	33.999	34.631	35.275	35.930	339.670
Total Commonwealth contribution	16.500	38.892	75.664	66.759	68.002	67.615	68.807	63.600	57.840	59.600	61.029	644.308

* Commonwealth Own Purpose Expense includes Commonwealth departmental expenses

Program logic

13. The elements in this Implementation Plan will support improving safety in remote Aboriginal communities throughout the Northern Territory. They will also support provision of an improved police service to remote Aboriginal communities that maximises effective community engagement, with a focus on those communities identified at Attachment A.
14. Under this Implementation Plan, the Northern Territory has lead responsibility for remote policing services, specialist unit support, the completion of four additional police complexes as commenced under the National Partnership Agreement on Closing the Gap in the Northern Territory and provision of at least four new remote police complexes in locations to be agreed jointly between the Commonwealth and the Northern Territory.
15. The Northern Territory will also chair a Consultative Group, with representatives from the Commonwealth and the Northern Territory, which will meet on a quarterly basis with key stakeholders to discuss key issues.
16. The Northern Territory Police will continue to work closely with other agencies and community night patrols to achieve effective alcohol management in remote communities and to target family and community safety.
17. The Commonwealth has lead responsibility for community night patrols and supplementary legal assistance services for the duration of this Implementation Plan and provision of support for the Northern Territory Child Abuse Taskforce and the National Indigenous Violence and Child Abuse Intelligence Taskforce until 30 June 2014.
18. The Commonwealth and Northern Territory will coordinate activities for their respective elements to achieve the outcomes for the Implementation Plan.
19. The way in which the elements will be delivered by the Northern Territory to achieve the outcomes and objectives set out in the NP is detailed in Table 3.1 below.

Table 3.1: Program logic – Northern Territory elements

Project elements	Outputs	Outcomes	Reform objectives
1. Remote policing services	Provision of remote policing services.	Improved safety of individuals, families and communities, with increased capacity for communities to take more responsibility for their safety.	<p>Improved community safety in remote communities, including by maintaining a permanent police presence at communities listed at Attachment A.</p> <p>Greater efficiencies in transport options.</p> <p>Improved prisoner safety by minimising risks during prisoner transportation. Increased capacity to maximise the time police are in the community.</p> <p>Increased number of Aboriginal police officers as part of the 60 additional police involved in policing of remote Aboriginal communities. Aboriginal Employment Targets within the additional 60 police officers are:</p> <ul style="list-style-type: none"> 3 per cent by 2016 7 per cent by 2019 10 per cent by 2022
2. Specialist unit support	Provision of specialist unit support.	Improved safety of individuals, families and communities, with increased capacity for communities to take more responsibility for their safety.	<p>Improved capacity to collect and collate intelligence aimed at detecting and disrupting the trafficking of illicit substances including illegal drugs, kava, alcohol and other criminal activity in remote communities and across interstate borders.</p> <p>A reduction in demand and supply of illicit substances into remote communities.</p> <p>Identification and apprehension of persons trafficking illicit substances in remote communities.</p> <p>Improved community engagement, education and awareness programs to increase the capacity of the community.</p>
3.1 and 3.2 Completion of police complexes in remote communities	Permanent police complexes in remote areas.	Improved safety of individuals, families and communities, with increased capacity for communities to take more responsibility for their safety.	<p>Improved police infrastructure including permanent, temporary and transportable facilities.</p> <p>Provide support for remote Aboriginal communities to improve safety.</p> <p>Improved prisoner safety.</p> <p>Aboriginal employment target: 10% across the capital works program for all new construction under elements 3.1 and 3.2, with target to be reviewed in 2015-16.</p>

20. The way in which the elements will be delivered by the Commonwealth to achieve the outcomes and objectives set out in the NP is detailed in Table 3.2 below.

Table 3.2: Program logic - Commonwealth elements

Project elements	Outputs	Outcomes	Reform objectives
4. Supplementary legal assistance	Access to supplementary legal assistance and community night patrols.	Improved safety of individuals, families and communities with increased capacity for communities to take more responsibility for their safety.	Increased availability and access to legal assistance services in criminal matters, child protection, welfare rights and tenancy matters, including provision of outreach services to remote communities. Aboriginal Employment Target: Support legal services to further develop and implement Aboriginal employment and career development strategies.
5. Community night patrols	Access to supplementary legal assistance and community night patrols.	Improved safety of individuals, families and communities with increased capacity for communities to take more responsibility for their safety.	Support local communities to improve safety in remote Aboriginal communities. To protect vulnerable people, defuse potentially violent incidents before serious consequences arise and reduce adverse contact between Aboriginal people and the criminal justice system. Aboriginal Employment Target: Over 90 per cent and ensure 100 per cent of night patrol workers have the opportunity to undertake a Certificate 3 in Community Night Patrol in the NT training to support increased employment pathways.
6. Support for the Northern Territory Child Abuse Task Force	Provision of specialist unit support.	Improved safety of individuals, families and communities with increased capacity for communities to take more responsibility for their safety.	Continue the increased capacity of the Northern Territory to respond to reports of child abuse in remote communities in the NT.

Project elements	Outputs	Outcomes	Reform objectives
7. Support for the National Indigenous Violence and Child Abuse Intelligence Task Force	Provision of specialist unit support.	Improved safety of individuals, families and communities with increased capacity for communities to take more responsibility for their safety.	<p>The continued identification of underlying enablers and facilitators of violence, abuse and crime in Aboriginal communities, including serial abuses of power and trust in remote Aboriginal communities.</p> <p>Developing mechanisms for the ongoing reporting of child abuse and violence in Aboriginal communities and mechanisms for the effective utilisation of criminal intelligence to support non law enforcement responses to issues relating to community safety and the effective administration of government programs.</p>

Risk management

21. A risk management plan will be developed by the Commonwealth and the Northern Territory for their respective elements under this Implementation Plan. Risks will be identified, entered into a risk log and categorised in terms of impact and likelihood.

Relevant Northern Territory Context

22. In developing this Implementation Plan consideration has been given to the NT context. Key factors that have influenced the proposed direction are discussed below.
23. The NT has the highest proportion of Aboriginal people of all Australian states and territories, comprising over 30 per cent of its population compared to 3.0 per cent nationally.
24. More than 45 per cent of the NT's Aboriginal population is aged 19 years or under compared to 26 per cent of the non-Aboriginal population and while more than half of the Northern Territory's total population resides in the Darwin Region, the majority of the Northern Territory's total Aboriginal population lives outside major regional centres.
25. While significant effort has been made to improve outcomes, Aboriginal people in the NT still experience unacceptable levels of disadvantage in living standards, life expectancy, education, health and employment.
26. Aboriginal people account for approximately 65 per cent of recorded assault victims and almost half of recorded sexual assault victims in the NT. Around three quarters of offenders in the NT are Aboriginal. Aboriginal children in the NT are approximately seven times more likely than other Australian children to be the subject of a substantiated notification of abuse and neglect.
27. This Implementation Plan supports the work commenced under the National Partnership Agreement on Closing the Gap in the Northern Territory, enabling the Commonwealth and the Northern Territory to continue to work cooperatively to reduce violence and improve family and community safety. There are now an additional 60 police, the 18 communities listed at Attachment A are receiving a permanent police presence and 80 night patrols are in operation to support improved community safety in remote communities across the NT.
28. The Northern Territory will continue ongoing work to increase Aboriginal representation in the Northern Territory police.

29. Links to existing reforms and projects are set out in Table 4.

Table 4: Links with existing reforms or projects

Proposed project elements	Existing reforms or projects	Complementary nature of activities
All	Stronger Futures Tackling Alcohol Abuse Implementation Plan	The elements of this Implementation Plan will complement the initiatives of the Stronger Futures Tackling Alcohol Abuse Implementation Plan, particularly in regard to supporting the development of Alcohol Management Plans to improve community safety.
All	Alice Springs Transformation Plan	This Implementation Plan will also complement the work of the Alice Springs Transformation Plan, and in particular its objective to improve the safety and well-being of children, young people and families by increasing the capacity of communities to take more responsibility for their safety.
4	Legal services in the NT	Element 4 of this Implementation Plan will extend the capacity of Commonwealth funded legal services in the Northern Territory to meet demands for legal assistance in remote communities. This will enable Aboriginal people to have increased access to legal advice and representation, support and referral to help resolve legal and related issues.
5	Northern Territory funded community patrols (including patrols in Katherine, Alice Springs and Nhulunbuy) and other community safety services.	This provides continuity and extension of patrolling services in high demand locations. The support services are essential elements for patrols in delivering this assistance to vulnerable people.
7	National community safety initiatives undertaken by law enforcement agencies.	The Task Force complements other government and law enforcement agency initiatives as it shares intelligence with key stakeholders in order to assist and inform decision making, program delivery and policy development to improve community safety for Aboriginal communities.

PART 4: PERFORMANCE AND REPORTING ARRANGEMENTS

Milestones

30. To qualify for the associated payments for the elements being delivered in each reporting period, the Northern Territory must meet the milestones in tables 5.1 and 5.2.

Table 5.1: Milestones - Remote Policing

Milestone	Reporting Period	Due Date	Percentage of annual funding for element 1		
			2012-13	2012-13 to 2015-16	2016-17 to 2021-22
Element 1 – Remote Policing					
1. Continued use and maintenance of police infrastructure funded by the Commonwealth and managed by the Northern Territory, evidenced by a report on operational support activities and confirmation of the effective upkeep of infrastructure;	1 July 2012 to 31 December 2012	1 March 2013	40%	-	-
	1 January to 30 June 2013 to 2021	1 September 2013 to 2021	-	20%	15%
2. Continued delivery of air support, evidenced by the number of prisoner transfers using Commonwealth funded air support; and	1 July to 31 December 2013 to 2021	1 March 2014 to 2022	-	20%	15%
3. Continued delivery of police command support (from Commonwealth contribution to 30 June 2016), evidenced by a police presence in remote communities.					

Table 5.2: Milestones – Construction of Police Complexes

Milestone	Reporting Period	Due Date	Percentage of annual funding for each element	
			2013-14	2014-15 to 2018-19
Element 3.1 – Completion of Police Complexes				
1. Provision of an agreed Capital Works plan to 30 June 2015, for the completion of four police complexes commenced under the National Partnership Agreement on Closing the Gap identifying: <ul style="list-style-type: none"> i. Agreed locations; and ii. Estimated Construction timeframes. 	n/a	1 August 2013	50% of element 3.1 funding	-
2. Achievement of deliverables below against the agreed plan: <ul style="list-style-type: none"> iii. Commencement of construction. iv. Completion of construction. 	1 July 2012 to 31 December 2013	Various*	50% of element 3.1 funding for (i) (equally apportioned per complex)	100% of element 3.1 funding for (ii) (equally apportioned per complex)
Element 3.2 – Construction of Police Complexes				
3. Provision of an annual agreed Capital Works plan to 30 June 2019, for the completion of four police complexes under element 3.2, including: <ul style="list-style-type: none"> v. Agreed locations; and vi. Estimated Construction timeframes. 	1 July 2014 to 30 June 2019	1 August each year from 2014 to 2018	-	50% of element 3.2 funding
4. Achievement of deliverables* below against the agreed plan: <ul style="list-style-type: none"> vii. Commencement of construction. viii. Completion of construction. 	1 July 2014 to 30 June 2019	Various*	-	25% of element 3.2 funding for (i) (equally apportioned per complex) 25% of element 3.2 funding for (ii) (equally apportioned per complex)

*Report on deliverables will be provided upon achievement.

Performance Benchmarks

31. Funding will be provided to the Northern Territory as set out in Tables 6.1 and 6.2 below.
32. An in-advance payment of \$16.5 million was paid to the Northern Territory in 2011-12. The entitlement to this amount and the balance of estimated funds for 2012-13 will also be acquitted against the performance benchmarks in Tables 6.1 and 6.2.
33. If the Northern Territory does not achieve one or more of the performance benchmarks outlined in Tables 6.1 and 6.2 in full, due to circumstances beyond its control or circumstances not anticipated at the time of signing the Implementation Plan, the Commonwealth may provide a partial payment to the Northern Territory. Where applicable, partial payments will be calculated based on the proportion of each benchmark achieved above the agreed thresholds.
34. The Commonwealth will only consider a partial payment if:
- the Northern Territory is able to demonstrate that it implemented adequate and appropriate arrangements that would have achieved the relevant performance benchmarks;
 - at least 70% of the performance benchmark has been met; and
 - the Northern Territory has submitted a report detailing their effort to meet the benchmarks.
35. The following partial payment arrangements will apply:

Performance Indicator	Proportion of the Benchmark Achieved	Partial Payment
Element 1 - Remote Policing: Performance Indicator 1	An average of 70-89% for each reporting period.	70-89% pro rata
	An average of 90% or above for each reporting period.	100% payment
Element 1 - Remote Policing: Performance Indicator 2	All communities have an operational police presence with an average proportion of 70-89% or above for each reporting period.	70-89% pro rata
	All communities have an operational police presence with an average proportion of 90% or above for each reporting period.	100% payment
Element 2 – Specialist Units: Performance Indicators 1 to 4	An average across all four benchmarks of 70-89% for each reporting period	70-89% pro rata
	An average across all four benchmarks of 90%, or above for each reporting period.	100% payment

36. The Commonwealth will discuss the circumstances affecting achievement of the benchmarks with the Northern Territory before any decision is made in relation to payments, including the partial payments outlined in clause 35.

Table 6.1: Benchmark Performance Indicators

Performance indicators	Benchmark	Reporting Period	Due Date	Percentage of Annual Funding for Element 1		
				2012-2013	2013-14 to 2015-16	2016-17 to 2021-22
Element 1. Remote Policing – 1 July 2012 to 30 June 2022						
1. Employment of additional police to support remote policing services.	60 additional police [^] (demonstrated in each six month reporting period)	1 July to 31 December 2012	1 March 2013	20% #	-	-
		1 January to 30 June 2013-2021	1 September 2013-2021	-	10%	10%
		1 July to 31 December 2013-2021	1 March 2014-2022	-	10%	10%
		1 January to 30 June 2022	1 September 2022	-	-	-
2. A police presence in the communities listed at Attachment A, represented by a police station that operates under the same procedures as; and provides a police service to the community that is similar to, the police service provided by a permanent remote Northern Territory police station of the same staffing levels .	Operational presence in each reporting period in all of the communities in Attachment A	1 July to 31 December 2012	1 March 2013	40% #	-	-
		1 January to 30 June 2013-2021	1 September 2013-2021	-	20%	25%
		1 July to 31 December 2013-2021	1 March 2014-2022	-	20%	25%
		1 January to 30 June 2022	1 September 2022	-	-	-

the 2012-13 funding includes the \$16.5 million in-advance payment made to the Northern Territory in 2011-12.

[^] Police measured in Full Time Equivalent (FTE) for the purposes of this performance indicator.

Table 6.2: Benchmark Performance Indicators

Performance indicators	Benchmark	Reporting Period	Due Date	Percentage of Annual Funding for Element 2	
				2012-13	2013-14 to 2021-22
Element 2. Specialist Unit Support – 1 July 2012 to 30 June 2022					
1. Provision of specialist police services through the Substance Abuse Intelligence Desk and Dog Operations Unit.	Specialist services operating in Darwin, Katherine and Alice Springs during each reporting period	1 July to 31 December 2012	1 March 2013	100%	-
2. Number of dogs working in the Dog Operations Units.	7 across all dog units [^] .				
3. Number of police officers working in the Dog Operations Units.	5 across all dog units [^] .	1 January to 30 June 2013-2021	1 September 2013-2021	-	50%
4. Number of police officers working in the Substance Abuse Intelligence Desks (SAID).	5 across all SAID units [^] .	1 July to 31 December 2013-2021	1 March 2014-2022	-	50%
		1 January to 30 June 2022	1 September 2022	-	-

[^] Measured as an average over the reporting period for the purposes of this performance indicator

Reporting

37. The Northern Territory will report to the Commonwealth against the agreed milestones and performance indicators every 6 months during the operation of the Implementation Plan. Reports are expected by 1 March and 1 September each year for the preceding reporting period (1 July to 31 December and 1 January to 30 June respectively).
38. In addition to the reporting as per Clause 37, the following information will also be provided by the Northern Territory to the Commonwealth on a six monthly basis:
 - (a) Proportion of 60 Commonwealth funded police officer positions that are filled by police officers who identify as Aboriginal and are employed to provide and support a police service to the communities listed at Attachment A.
 - (b) Number and proportion of people employed under elements 3.1 and 3.2 of this Implementation Plan who are Aboriginal.

- (c) Continue to provide police and justice data on remote communities consistent with the data provided under the Closing the Gap in the Northern Territory monitoring report arrangements.
 - (d) Number and location of specialist police operations undertaken through the Substance Abuse Intelligence Desks and Dog Operations Unit including the number and size of seizures of illicit substances and the number of arrests and charges.
 - (e) Information on engagement with communities identified in Attachment A that support community safety and justice.
 - (f) Location of the 60 Commonwealth funded police officer positions.
39. Circumstances may give rise to additional reporting being sought from the Northern Territory. Such requests should be kept to the minimum necessary for the effective assessment of the project or reform. Requests should not place an undue reporting burden on the Northern Territory and portfolio agencies and will be supplied on agreement from the Northern Territory.

Review and Evaluation

- 40. The Implementation Plan will be reviewed by 30 June 2015 and by 30 June 2019 with regard to progress made by the Parties in respect of achieving the agreed outcomes.
- 41. The Commonwealth and Northern Territory have agreed to review Indigenous employment targets in 2014-15, year three of this Implementation Plan.

Governance

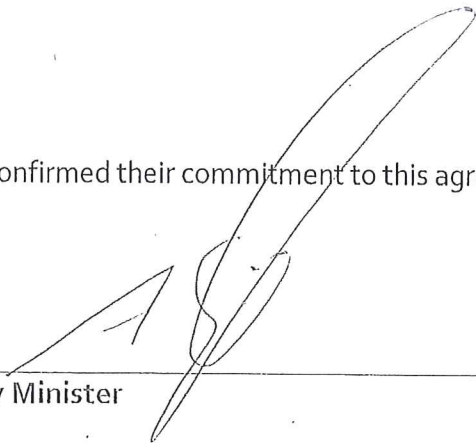
- 42. Quarterly meetings of the Consultative Group with representation from the Commonwealth and the Northern Territory, to meet quarterly with key stakeholders to discuss key issues in relation to this Implementation Plan.

Sign off

The Parties have confirmed their commitment to this agreement as follows:

Signature

By state/territory Minister

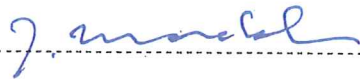


Date

24 April 2013

Signature

By Commonwealth Minister



Date

8.5.13

Priority communities with Commonwealth funded police stations.

Alpurrurulam

Arlparra

Bulman

Finke (Aputula)

Gapuwiyak (Lake Evella)

Haasts Bluff (Ikuntji)

Imanpa

Santa Teresa (Ltyentye Apurte)

Minjilang (Croker Island)

Minyerri (Hodgson Downs)

Mutitjulu

Numbulwar

Nyirripi

Peppimenarti

Ramingining

Warruwi

Willowra

Yarralin