ACKNOWLEDGEMENTS

This evaluation has been commissioned by the Board of Nyoongar Patrol Systems Inc (NPS) and made possible with valued funding assistance from the Western Australian Law Society. NPS is committed to transparent decision-making, evidence-based evaluation of its services, and a process of continuous improvement that builds on recognised best practice.

I would like to acknowledge the valued assistance of NPS CEO Maria McAtackney who administered this consultancy. This included meeting with me on numerous occasions, assisting with the terms of reference, organising focus group meetings, providing stakeholder email addresses for an on-line survey, reviewing information collection instruments and inviting submissions and comments from other agencies.

I also wish to extend my appreciation to NPS board members and staff who took time out to meet with me to contribute to the future of their organisation, to Jack Busch and Joe Baker for sharing their insights, to the City of Fremantle for offering to administer an on-line survey of the local business community, to the City of Bayswater for providing written comments in response to the terms of reference and to all of the other stakeholders within the business community, the not-for-profit sector, government and the NPS who took the time to complete the questionnaire survey.
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THE EXECUTIVE COMMITTEE

Mr. Farley Garlett  
Chairperson

Mr. Garlett was elected as the new chairperson in 2010. He has many years of high level experiences in local and national Indigenous governance committees. In the past, Mr. Garlett was elected as the Perth ATSIC Noongar Regional Council Chairperson and later as ATSIC Perth Commissioner. He has vast experience in working with youth at risk, the education system and both Aboriginal Communities and with Aboriginal families.

Ms. Dawn Wallam  
Vice Chairperson and Public Officer

Dawn Wallam is a Wadandi woman of the Noongar Nation who has developed a work history of over 38 years, committed to improving the well-being of Indigenous children through both paid and voluntary community work and self-education, undertaking tertiary studies to develop knowledge, skills and abilities to gain a broader perspective and enhance understanding of community needs, maximising her potential to foster best practice in herself and others.

Dawn has been associated with both Aboriginal and non-Aboriginal children’s services agencies for many years, and has for the past fifteen years been employed by Yorganop Association Incorporated as Chief Executive Officer, managing the day to day functioning of both the Child Placement Service, the Registered Training Organisation and the Indigenous Professional Services Unit.

Dawn has been proactive in representing Indigenous children’s issues at all levels including local, state, national and international forums in her role as CEO of Yorganop and as National Chairperson of the Secretariat National Aboriginal Islander Child Care [SNAICC]. In 2005 she was one of the founding signatories of the Sub Group on Indigenous Children to the United Nations Working Group on the Rights of the Child. Dawn holds a high level of engendered respect within and outside the Indigenous community to facilitate the role of advocate and mediator and has always acted with integrity and commitment to improve the well-being of Indigenous children.

Dawn is a founding member of the Nyoongar Patrol and in her position as vice chairperson she has the personal attributes, strengths, values and capabilities in relation to policy development/analysis, writing, media work, supporting the effective operation of a board and building organisational consensus around strategic priorities, staff management style, financial literacy/budget management and working effectively with government at a senior level.


**Ms. Barbara Stack**  
**Treasurer**  
Ms. Stack served as an outreach patrol officer with Nyoongar Patrol Services for 7 years. Currently Barbara Stack is a health worker with the Derbal Yerrigan Health Service in the area of chronic health.

**Mr. Jeremy Garlett**  
**Secretary**  
Aboriginal radio founder (6NR) and currently Aboriginal radio presenter with Nyoongar Radio 100.9FM, Mr. Garlett’s past experiences include the position of Manager of Bloodwood Youth Accommodation. He is currently employed as an Aboriginal Police Liaison Officer (since 1995) within Perth metropolitan stations. He studied at Curtin University in broadcasting and community services.

**Mr. Neville Collard**  
In 1998, Neville Collard was one of the co-founders and chairpersons of the Nyoongar Patrol Outreach Service. Neville has many years of experience in the justice system and various government agency sectors. Neville has contributed his extensive justice knowledge to the Nyoongar Patrol Outreach Service and assisted the organisation in its operations plan implementation.

**Ms. Maria McAtackney**  
**CEO**  
Chief Executive Officer for the Nyoongar Patrol Outreach Service with responsibilities to oversee the strategic planning and decision making for Perth Metropolitan outreach services. My work experiences in Indigenous health and community safer spans to over 23 years in senior and executive management roles within the domain of employment, project planning, implementation, evaluation in the areas of training, employment social development, crime prevention and community safety.

**PROFESSIONAL QUALIFICATIONS**  
Edith Cowan University  
Master of Business Administration  
Graduate Diploma Human Resources Management  
B.A Behavioural Studies

**PROFESSIONAL MEMBER OF AUSTRALIAN INSTITUTE OF MANAGEMENT**  
1996 WA non-Indigenous Person of the Year Award.
1. Executive Summary

Introduction

This is an independent evaluation of the Nyoongar Patrol Outreach Service (NPS). It is jointly funded by the Western Australian Law Society and the Patrol.

The main findings are that the NPS needs more administrative staffing resources and to ensure it is funded for all of the services it provides.

Evidence to support the findings and recommendations of this evaluation has been generated from sources such as:

- focus group meetings
- surveys
- document review
- a brief review of some of the literature
- meetings with some key stakeholders.

Development of NPS

NPS is the only Aboriginal patrol service operating in the Perth metropolitan area. There have been many milestones in its history. It began in 1998 as a fledgling volunteer managed service operating only three night patrols each week.

Through many years of hard work NPS transformed itself into a professionally structured organisation with a strong board, experienced CEO and seventeen fulltime staff, all of whom participate in a programme of professional development. There are a further seven trained casual staff.

Description of the Service

The objectives of the NPS are:

- Safety and harmony
- Referring people who are in need to agencies that can assist
- Transporting people to safety
- Partnering and cooperating with other agencies
- Remaining a strong viable organisation with a professional reputation
- Providing greater social and economic support to youth.

The NPS currently delivers a range of community services which contribute to community safety:

- Conflict mediation and defusion of incidents
- Street level support to the homeless
- Youth support and child protection
- Street level linkage of people to health services
- Employment and training
- Policy advocacy and planning input.

The crime prevention role of NPS receives the most emphasis and is the source of most current funding, but it is not the only street level service NPS provides. There is a need to ensure that performance measures are in place to enable progress in all areas of service delivery to be measured. There is also a need to ensure the organisation is adequately funded to provide these services.

Strategies used by NPS to deliver its services include:

- Street patrols to maintain a visible presence
- Referral of people to other services including shelters and refuges
- Providing diversionary transport to a safe place
- Improving cooperation and relationships between Aboriginal people, the business community, police and other services.

The NPS is about early detection of Aboriginal people in jeopardy. The target group are Aboriginal people in public places in Perth whose safety is at risk. Youth, the homeless and people affected by substances are amongst the primary beneficiaries.

Desired outcomes expected as the result of the work of the NPS include:

- a safer community
- fewer incidents
- reduced assault and violence
- reduced property damage and robbery
- reduced detention and arrests by police
- reduced homelessness
- better access to services by people at risk
- reduced truancy
- reduced child abuse
- a more effective community safety service sector.

Achievements

The NPS has many identifiable and measurable achievements.

Conflict Mediation

The NPS has a track record of being able to successfully mediate arguments, resolve feuds and defuse volatile situations before they escalate and require police intervention.

The analysis of the survey data collected for this evaluation revealed a generally shared view amongst stakeholders that the presence of patrols on the streets does have a significant crime deterrent effect (Refer to Appendix 1).
Expansion of Services
The NPS has expanded to now provide services in many areas of metropolitan Perth. In some areas the frequency and length of patrols has been increased over time.

Securing Funding
Over little more than a decade the NPS has developed from an unincorporated and unfunded body into an organisation that now attracts funding in excess of $1m per annum from the Commonwealth, State and Local Government, as well as the corporate sector. This is a major achievement in a difficult operating environment where no one agency accepts responsibility for funding patrols and there is no agreed funding model in place across all tiers of government.

Street Level Engagement
NPS has demonstrated its capacity to engage effectively with the most vulnerable Aboriginal people of all, namely those on the street whose safety is at risk. In 2009/10 it recorded a total in excess of 14,000 contacts in Perth. In 2010/11 there were in excess of 15,000 contacts. It is not uncommon for patrols to record in excess of 250 contacts on a single busy night or day patrol.

A contributing factor to the high incidence of street level contact is the cultural competence NPS staff are able to bring to their work.

Improved Access to Services
NPS provides a culturally safe point of entry and connection to mainstream services for Aboriginal people. At times NPS plays a critical coordination role in linking Aboriginal people to specialised services that can assist them.

Sound and Stable Governance
NPS meets standards of good governance. The board meets monthly and there is an annual AGM. Board members have relevant expertise and are suitably experienced. There is attention to strategic planning. A range of important source documents are in place to guide decision-making. There is clear separation between the governance role of the board and the day-to-day management functions carried out by administrative staff. There is also a high degree of transparency, most recently demonstrated by the willingness to open the organisation up to evaluation scrutiny.

Reputation for Sound Management
The professionalism and commitment of NPS management is highly regarded by staff, partner organisations and members of the Aboriginal community. Financial management is sound. All grant funds have been fully acquitted and audit reports are unqualified.

Partnership
NPS has built an extensive network. Various Menorandum of Understanding (MOU) and other partnership agreements are in place to cement working relationships.

Rapport with Business Community
The NPS has gradually built relationships with the business community. A survey of the business community undertaken as part of this evaluation confirmed business community support for the NPS.

Aboriginal Employment Outcomes
Aboriginal employment outcomes are a substantial achievement of the NPS. Everyone employed is an Aboriginal person with the exception of the CEO.

Policy Advocacy and Service Planning
The NPS is an active contributor to policy and planning work relevant to the provision of street level services. Its advocacy has drawn attention to issues and gaps in services, particularly in relation to the needs of the homeless and youth, and the organisation has contributed to social planning processes.

Implementation Issues
NPS faces major challenges arising from the implementation environment within which it operates.

Weight of Expectations
NPS has always struggled under the weight of the unrealistic expectations of others. Some in the media, business community, general public and even within government have tended to see the NPS as the agency responsible whenever there is a public incident involving Aboriginal people.

Shelter for the Homeless
There is a serious lack of shelter for homeless Aboriginal people in Perth. NPS has the outreach capacity to engage with homeless people, to identify their needs and to provide transport to an appropriate facility. Unfortunately the shortage of beds ‘upstream’ undermines overall effectiveness.

Youth Policy Framework
The work of NPS brings it into constant street level contact with many young people. It is an active
participant in implementing the Northbridge Youth Strategy. It has an important role in identifying Aboriginal children who might be at risk, referring them to appropriate services and in many cases transporting them to a safe place.

NPS questions some aspects of the overall effectiveness of the current youth policy and practice framework. There is a perception that the upstream referral process is not working as well as it might, that the current case management model lacks sufficient capacity for follow-up and that more could be done to engage and strengthen families in addressing the issues.

**Sustainability and Resource Requirements**

Several factors give cause for concern about the long term sustainability of the current NPS business model:

- there is no succession plan in place
- the administration is under-resourced lacking a Corporate Services Manager, Human Resource Manager and Finance Officer
- future funding is not secure and there is no agreed funding model
- some of the services NPS currently provides are underfunded.

**Succession Planning**

Succession planning is critical to the continuity of the NPS. At present the organisation is key person reliant with an overloaded CEO position and no back up. This is a high level risk for the organisation.

Actions that could be taken to make succession a smoother process include:

- the creation of new middle management positions within the staffing structure
- sourcing funding for staff coaching and mentoring to develop capacity and share responsibility more broadly across the organisation
- development of a set of written financial delegations so that decision-making authority can be shared across the more senior levels of the organisation
- revision of duty statements to reflect any greater delegation of authority
- revision of the constitution to stagger the election of board members.

**Inadequate Administrative Staffing**

Over the years there has been a substantial increase in the number of patrol staff and the number of patrols. There has, however, not been a commensurate increase in the number of administrative staff which remains stuck at three full time positions. As a consequence the current duties of the CEO position are too extensive the administration is now under severe strain.

The creation of new positions such as Corporate Services Manager, Human Resource Manager and Finance Officer would ease this pressure.

**Insecure Funding Base**

The funding of patrols has long been a ‘political football’, not fitting neatly into the ‘square’ of any one programme or the jurisdiction. The issue of shared responsibility between the three tiers of government and who should pay for patrol services has never been resolved. Currently NPS is primarily reliant on DIA funding. This funding source accounts for about two thirds of the organisation’s revenue. Without it NPS cannot function. There is no certainty this funding will continue beyond the term of the current three year funding agreement.

It is critical to the future of the organisation that potential new sources of funding encompassing all areas of NPS service delivery are identified and that high quality funding proposals are submitted.

**Opportunities to Strengthen the NPS**

This evaluation suggests the following courses of action to strengthen the organisation.

**Re-branding the Nyoongar Patrol**

A process of re-branding the NPS began in 2005 with the landmark decision to promote the organisation as an outreach service, rather than as a security service. This rebranding helped to change incorrect general community’ perceptions of the service as having powers to apprehend, remove substances and move people on if they were misbehaving. Since that time the NPS has placed greater emphasis on its broader role in promoting community safety and harmony, rather than a narrower focus on crime prevention.

In describing the work of NPS it is important to be careful to avoid using language that implies a policing or statutory child protection role or that overly focusses on deficit and dysfunction in the community it serves. Over emphasis of issues such as public drunkenness, homelessness and crime risks reinforcing negative stereotypes.

There are opportunities for NPS to position itself to present a more positive view of the Aboriginal community.

**Life Skills Development**

The NPS has expanded the supply of services in response to community need, extending into new areas and increasing the number of patrols. It is also
important to explore practices that might ultimately reduce demand for street level services. This would require initiatives that address underlying causal factors that manifest in street level behaviour.

One option is to support initiatives that grow peoples capacity to address their own issues by supporting the development of their life skills to the point where they have the motivation and the ability to act without the need for intensive support. This is about social inclusion and equipping people with the knowledge, skills, understandings and resources to:

- recognise unsafe situations
- avoid trouble
- manage their own finances
- find accommodation
- engage in meaningful social and recreational opportunities
- stay off alcohol and drugs.

The following recommendations are that NPS:

1. Develop performance indicators to measure progress in relation to its stated objectives and report on these in its annual report.

2. Advocate in support of policies, programmes, practices and facilities that address the needs of homeless Aboriginal people.

3. Advocate in support of policies, programmes, practices and facilities that build the capacity of Aboriginal youth.

4. Advocate in support of policies, programmes, practices and the co-location services and facilities that contribute to a joined up approach to the provision of frontline services in Perth.

5. Advocate in support of policies, programmes, practices and facilities that address issues of substance abuse.

6. Develop a detailed written proposal and budget seeking funding to establish a new position of Corporate Services Manager.

7. Review duty statements to permit greater delegation of authority within the organisation.

8. A proposal be developed to enable a structured programme of staff coaching and mentoring to be implemented within NPS.

9. A set of written financial delegations be developed for use within the organisation, subject to the approval of the board prior to implementation.

10. Amend its constitution to stagger the election of board members.

11. Develop a written proposal seeking funding for a new part-time position of Finance Officer.

12. The board approve the issue of a corporate credit card to the CEO, subject to the prior approval of any necessary constitutional changes.

13. Explore possible funding sources and develop a detailed written proposal to establish the position of Human Resource Manager.

14. Work with other frontline services to lobby all tiers of government to negotiate and agree a funding model for frontline services and patrols.

15. The NPS board give notice of its intention to cease providing patrol services in any local government area where it is not funded to do so, from the commencement of financial year 2013/14.

16. Formulate a business case and develop proposals to broaden its funding base.

17. Adopt a strength-based philosophy that promotes social harmony and the inclusion of Aboriginal people, and provide staff training in the approach.

18. Advocate in support of policies, programmes, services and facilities that showcase the strengths and talents of Aboriginal people.

19. Develop a targeted promotional campaign, subject to available funding.

20. Advocate in support of policies, programmes, practices and facilities that build practical life skills.

Recommendation 6 relating to the appointment of a Corporate Services Manager is considered to be the most pressing. It is critical to increasing the organisational capacity necessary to implement all of the other recommendations.
2. Introduction

2.1 Overview

This is an independent evaluation of NPS. The purpose is to pause, take stock of the current situation and set clear priorities for future action. The main findings are that there is a need to strengthen the administrative staffing structure of NPS and a need to extend and diversify funding sources across all areas of service delivery.

The evaluation has been commissioned by the NPS and is jointly funded by the Western Australian Law Society and NPS. The work was undertaken by John Scougall Consulting Services, mostly in the second half of 2011. The final draft of this report was completed in February 2012. The professional disclaimer of the evaluator is at Appendix 3.
This introduction describes the community services provided by NPS, who is meant to benefit, the objectives, the strategies and how they work. Section 3 briefly outlines the development of the NPS over its 12 year existence. Section 4 sets out the achievements of NPS. Section 5 considers the challenging implementation environment within which NPS operates and which impacts on its capacity to deliver services. Section 6 discusses what might be done to enhance the sustainability of the service. Section 7 suggests some actions NPS might take to further strengthen the organisation. Section 8 identifies aspects of NPS performance that appear to be ‘best practice’, makes findings, highlights lessons learnt and summarises recommendations.

Readers can also refer to additional information provided in Appendices. Appendix 1 explains the methodology used in this evaluation and sets out the terms of reference. Appendix 2 is an analysis of survey results that lends support to the findings of this evaluation. Appendix 3 is the Professional Disclaimer of the evaluator. Appendix 4 provides a definition of terms used in this evaluation. Appendix 5 explains abbreviations and acronyms used in the evaluation. Appendix 6 provides some information about current NPS board members.
2.2 Program Description

This section of the report presents a description of the work of NPS.

The NPS vision is “Developing community safety and harmony through reducing risk and harm to Aboriginal people.” Essentially the NPS provides early detection of Aboriginal people whose safety is at risk. The Strategic Plan 2009 – 2014 describes its mission as “Continually provide ‘street level’ early social and welfare interventions to Aboriginal people who are at risk of:

- Self harm
- Family and inter family violence
- Entering the criminal justice system
- Homelessness
- Substance abuse
- Mental health episodes”.

The following are some examples of the many and varied unsafe situations that NPS Frontline Outreach Officers routinely encounter:

- unsupervised children on the streets and train lines during the hours of darkness
- people who are ill, injured or unconscious
- people experiencing mental health episodes
- people at risk of self harm and suicide
- homeless people sleeping rough
- people who are cold and hungry and have no money
- people who are severely intoxicated or affected by drugs
- kids sniffing glue or solvents
- people consuming metholated spirits
- street gangs
- people at risk of actual or threatened family violence
- fighting
- yelling and loud verbal disputes
- public arguments including family feuding
- petty theft
- people behaving in a way likely to attract police intervention, detention or arrest
- people who have been assaulted or are at risk of being assaulted
- people at risk of entering the criminal justice system for any reason
- predatory behavior by adults involving children
- missing persons.

2.3 Services Provided

The NPS can be conceptualised as an organisation that provides seven different types of street level services all of which are concerned with enhancing community safety. A range of strategies are employed to support service delivery in each of these areas.

1. Conflict mediation and defusion of incidents.

   Strategies:
   - Maintaining a visible street level presence through foot patrols
   - Communication, information and advice to people on the street
   - Early intervention to prevent and resolve argument and conflict
   - Assisting those behaving in a way likely to bring them into contact with the criminal justice system
   - Transport to a safe place
     - taking people home or to family and friends
     - escorting people to rail, bus and taxi
   - Request attendance and assistance of police and/or security services where situation requires
   - Referral to women’s refuge
   - Liaison to improve cooperation and relationships between Aboriginal people, the business community, police and other services.
2. Street Level assistance to the homeless.

Strategies:
- Identification of immediate needs
- Offer information and advocacy
- Link to Centrelink
- Transport to homeless emergency accommodation, shelters, refuges and other safe places
- Assist with the lodgement of housing applications to relevant agencies
- Provide support by attending housing appointments, property visits and assist with referrals for white goods and furniture
- Liaise and link people back to their remote communities who are stranded in Perth.

3. Youth support and child protection.

Strategies:
- Transport children and youth at risk home to family, friends or to another safe place
- Participating in Northbridge Youth Strategy Policy and South East Corridor Youth Intervention through early intervention, the provision of diversionary transport and by assisting other agencies with case management and follow up.
- Build strong partnerships with and provide information to other service providers
- Advocacy on behalf of individual young people to assist them in having their needs addressed
- Work with youth services to constructively engage young people
- Link young people to social and recreational opportunities such as PCYC, youth centres and sporting clubs
- Link young people back to schools and to other educational facilities
- Work towards establishing a ‘drop in’ facility at new NPS premises offering information and referral to services that can address identified needs.

4. Immediate street level health and well being services.

Strategies:
- Administration of first aid
- Assistance to those at risk of harming themselves
- Transport to Bridge House de-toxification facility
- Call for assistance of ambulance service where necessary
- Transport to drug and alcohol treatment services
- Referral to drug and alcohol treatment services
- Referral to mental health services
- Transport to hospital or to health service in emergency.
- Referral to ‘Street Doctor service’ where appropriate
- Provide transport to Sobering Centre for intoxicated people.

5. Employment and training.

Strategies:
- Development of training resources for Frontline Outreach Officers
- Traineeships and cadetships
- Senior First Aide Certificate training
- Other Certificate Courses
- Access to relevant non-accredited training.

6. Policy advocacy and planning input in relation to street level services.

Strategies:
- Safety and Security Meetings with local government
- Membership of City of Vincent Crime and Prevention Committee
- Advocacy in relation to issues that impact on the work of NPS, such as homelessness and youth policy
- Providing an informed Aboriginal perspective to local government authorities on safety plans
- Contribute advice to East Perth Redevelopment Authority.
- Contribute advice to Midland Redevelopment Authority.
7. Fee for service.

Strategies:
- Cultural Awareness workshops for local government rangers and security industry
- Patrol services delivered on behalf of Burswood Security.

It is important to recognise that, while the crime prevention service provided by NPS has received the most emphasis and to date has been the source of most NPS funding, it is not the only community service that NPS provides nor is it the only one that could potentially attract funding. It is also important to ensure that performance measures in place make it possible for NPS to report on outcomes in all areas of service delivery.

2.4 Objectives

The stated objectives of the NPS are:

1. Safety and harmony: To provide patrol services with partner councils/agencies to increase safety and harmony for all members of the community

2. Referring people who need help: To engage and refer people (in patrol target areas) to the relevant agencies and/or implement diversionary or safety measures such as:
   a) Information and referral service
   b) Transporting people to safer places
   c) Assisting with transportation of juveniles under Section 41 of the Community Services Act 2004
   d) Minimising and defusing situations that cause disharmony (offering conflict resolution mediation).

3. Partnership: To promote partnership and cooperation with other organisations to ensure appropriate, effective responses in service provision.

4. Professional Reputation: To maintain the strong reputation of the patrol and enhancing respect for the Aboriginal community through:
   a) The professional conduct of the patrol
   b) Relationships with business community
   c) Effective networking and representation with governments
   d) Fostering collaboration between Aboriginal people, agencies and the wider community.

5. Good Governance: To remain a strong viable organisation through:
   a) Maintaining strong governance
   b) Developing and enhancing staff
   c) Securing and maintaining a strong financial position
   d) Providing adequate systems and assets for operations

6. Youth Support: To establish a Youth ‘One Stop Shop’:
   a) Providing a network of professional supports and employment
   b) Promoting youth education, employment and sport activities
   c) Providing youth work mentoring and training.

2.5 Values

Respect, safety and harmony are the three core values of NPS.

Firstly through its work the NPS promotes the value of respect:
- respect for all people
- mutual respect within families
- respect for property
- respect for culture
- respect for the beliefs of others
- respect for the role of police and others in maintaining law and order
- mutual respect between NPS staff and the people they come into contact with on the street.

Another way in which NPS displays respect is through the maintenance of a strict confidentiality protocol. The
nature of its work means that staff often become aware of details of peoples personal circumstances. Staff are trained to protect the confidentiality of information that comes to them in the course of their work.

Secondly the NPS values the personal safety of staff. Not only does the organisation seek to protect the safety of Aboriginal people on the street, it seeks to ensure the safety of all of those out on patrol. Staff safety is paramount. Staff work in teams. All patrols have a minimum of two people. They are never alone on a shift. Wherever possible Patrols always include a male and a female working together.

Staff are not expected to put up with abusive or violent behaviour from anybody. Physical contact is avoided wherever possible. If people on the street become extremely difficult to manage, the established protocol is that the incident be referred to a more experienced immediate supervisor in the first instance.

Staff do not intervene in unsafe or violent situations. Physical assaults on Frontline Outreach Officers are rare, but the possibility is understandably an issue of concern to some staff. Recent assaults on Transit Guards at a suburban railway station have heightened awareness of the risks. The assistance of police may be sought in some circumstances.

Weekly staff meetings with management are used as an opportunity to reinforce the safety protocols that are in place and allow staff to raise any safety concerns they may have and to identify risks. One protocol is that NPS is an alcohol and drug free workplace. One NPS supervisor is then nominated Occupational Health and Safety Officer for the organisation. The role is to identify and monitor risks and hazards and report them to staff and management. There have never been any serious injuries to NPS staff or any worker’s compensation claims since the inception of NPS in 1999.

Thirdly the NPS aims to promote an environment of social harmony and reconciliation, not only within the Aboriginal community, but also between the Aboriginal community and the broader non-Aboriginal society. In their daily work Frontline Outreach Officers are ideally situated to serve as a bridge because of their frequent contact with the public, business community, police and the staff of many mainstream agencies. Good communication and people skills is critical to this aspect of the work.

2.6 Beneficiaries

The beneficiaries (‘target group’) of the work of NPS are vulnerable Aboriginal people who are at risk of harm in public places in Perth. The NPS is about the early detection of Aboriginal people whose safety may be in jeopardy. Young Aboriginal people, the homeless and people are primary beneficiary groups assisted.

2.7 Service Delivery

The NPS offers a substantial service. It operates more than 1,600 patrols on the streets of Perth every year, representing a total of around 32,000 man hours of operation.

The NPS needs to make the most efficient use of its limited resources. It therefore works to have patrols on the street at those times when assistance is most likely to be required. This mainly means Friday and Saturday nights, but Thursday nights are also an issue in some locations. There can also be problems in some parks and reserves in the afternoons and early evenings after groups of people have been drinking heavily. Other times of peak demand for services include public holidays such as New Years Eve and Australia Day.

NPS gives priority to those public places where Aboriginal people tend to congregate and are most likely to be at risk. There are certain known ‘hot spots’ in the Perth metropolitan area which are patrolled more closely than others:

- Weld Square
- Wellington Square
- Russell Square
- Railway stations in the south-eastern corridor
- City of Vincent parks
- King Square (Fremantle)
- Fremantle Football Oval vicinity
- Oat Street Train Station
- Gosnells Football Oval
- Burswood Casino area.
- Midland oval and shopping complex
- Mirrabooka pond
- Northbridge

The NPS currently conducts thirty two patrols each week, each one operating a 7.6 hour shift. There are five teams simultaneously on foot and mobile patrols on metropolitan streets at times of peak demand (Friday and Saturday nights in the Northbridge CBD and Fremantle CBD) Burswood and South East Corridor. The times patrols currently operate are set out in Table 1 below.

There is a fundamental difference in the nature of day and night patrols. It is the ‘parks people’ who are the main concern of day patrols. Usually this work involves assisting people from rural and remote communities who are visiting Perth. Often they are in town because of a need for medical treatment. They tend to congregate in public places such as parks and reserves with other people who may be affected by substance misuse. Issues addressed by day patrols may include low level disorder such as making excessive noise or arguing and the need to link and refer them to health and welfare services.

Funded by The WA Law Society and Nyoongar Patrol Systems Inc. 2012 15
<table>
<thead>
<tr>
<th>AREA SERVICED</th>
<th>DAY PATROLS</th>
<th>NIGHT PATROLS</th>
<th>TOTAL NO. OF PATROLS/WEEK</th>
</tr>
</thead>
<tbody>
<tr>
<td>Northbridge</td>
<td>-</td>
<td>Friday and Saturday nights 8 pm – 4 am</td>
<td>2</td>
</tr>
<tr>
<td>JAG</td>
<td>-</td>
<td>Friday and Saturday 8pm to 4am</td>
<td>2</td>
</tr>
<tr>
<td>Midland</td>
<td>Tuesday - Thursday Business precinct &amp; parks 11am – 7pm</td>
<td>-</td>
<td>3</td>
</tr>
<tr>
<td>Fremantle</td>
<td>Tuesday - Thursday Business precinct &amp; parks 11am – 7pm</td>
<td>Friday and Saturday nights 8pm – 4am</td>
<td>5</td>
</tr>
<tr>
<td>City of Vincent</td>
<td>Monday – Friday 1pm – 9pm</td>
<td>-</td>
<td>5</td>
</tr>
<tr>
<td>North Corridor</td>
<td>Tuesday to Thursday 11am - 7pm</td>
<td>-</td>
<td>3</td>
</tr>
<tr>
<td>Burswood</td>
<td></td>
<td>Friday and Saturday 8pm - 4am</td>
<td>2</td>
</tr>
<tr>
<td>South East 1 Gosnells area</td>
<td>Tuesday to Thursday 11am - 7pm</td>
<td>Friday and Saturday 8pm to 4am</td>
<td>5</td>
</tr>
<tr>
<td>South East 2</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Victoria Park</td>
<td>Tuesday to Thursday 11am - 7pm</td>
<td>Friday and Saturday 8pm – 4am</td>
<td></td>
</tr>
<tr>
<td>Perth Metropolitan Area</td>
<td>20</td>
<td>12</td>
<td>32</td>
</tr>
</tbody>
</table>

By contrast night patrols are more concerned with keeping young people safe. NPS has a policy that after 9pm children and youth are their main priorities, although transport is still provided to women’s refuges and to de-toxification centres where resources permit. Patrols in nightspots like Northbridge and Fremantle previously finished at 2am. They have now been extended to finish at 4am. It had been found that there was a spike in incidents occurring after 2 am and young people were coming into night precincts after NPS clocked off duty. NPS was responding to requests to realign its services with other agencies that finished at 4am.
2.8 Desired Outcomes
Positive stated outcomes expected as a result of the operation of NPS services include:
- Reduced detention by police
- Reduced number of arrests
- Prevention of incidents and violence through mediation, conflict resolution and diversionary strategies
- Reduced violence including child abuse
- Reduced property damage, robbery and assault
- Reduced homelessness
- Reduced truancy
- Increased youth involvement in sport and recreational activities
- Improved access to mainstream services by people at risk
- More effective and culturally appropriate community safety service sector as a result of NPS involvement.

2.9 Performance Indicators
The following performance indicators are set out in the Indigenous Affairs Department funding agreement and reported against by NPS.
- Number of referrals
- Number ATSI people assisted within the justice system
- Number male and female youth assisted
- Number of issues resolved
- Number transported
- Decrease in number of incidents with same person
- Reduction in police recorded assaults between Aboriginal people
- Reduced harm in CBD.

Other funding bodies have their own performance measures. There may be an opportunity to develop and seek agreement on a uniform set of indicators addressing all areas of NPS service provision. In any case it is important that any organisation committed to a process of continuous improvement measure its own performance against its own objectives and report on these in a transparent manner.

2.10 Theory of Change
An outcomes hierarchy or theory of change is a technique that evaluators use to make sense of how services work. It sets out the logic of how actions might logically be expected to contribute to the achievement of positive outcomes in the short, medium and longer term. Figure 1 depicts a possible outcome hierarchy for NPS developed by the evaluator. It should be read from the bottom up. The Outcome Hierarchy seeks to describe how NPS is meant to work to ultimately contribute to making a sustainable difference for Aboriginal people.

During the evaluation this was ‘played back’ to the NPS CEO to check validity and ensure a shared understanding of how NPS services are expected to make a difference.

Steps 1 – 5 relate to the short term, defined here as a period of up to one year. The NPS is the key agent of change in each one of these initial steps. This involves getting the resources required, recruiting and training competent Frontline Outreach Officers and getting them operating effectively out on the streets.

The chain of events depicted is by no means certain. There are factors that can undermine the process at every step. These might include inadequate funding, an inability to recruit suitable people, poor staff retention, lack of training or possibly shortcomings in the training process itself which result in a failure to effectively transfer the required knowledge, skills and understandings that staff need to do their job. There are many links in the chain and the prospect that any one of them might ‘break’ is ever present. Further it is noted that most of the potential for things to go wrong lies in the area of human resource management.

Steps 6 and 7 are about the medium term which is broadly understood as a period of 1 - 5 years. A fairly long timeframe is necessary because the change envisaged here involves working intensively with people to build life skills and alter some entrenched patterns of behaviour.

It is important to note that NPS currently has only peripheral involvement and influence over what happens during the later stages of this process of personal change and empowerment. NPS, as it is currently structured, has little capacity to assist people in the medium-longer term and assure outcomes beyond the short-term. It is those agencies that provide individual case management, counselling and life skills development that have primary responsibility and must be relied upon to take the lead role in facilitating change in peoples lives, not NPS.

RECOMMENDATION 1:
That NPS develop performance indicators to measure progress in relation to its stated objectives and report on these in its annual report.
Step 8 of the outcome hierarchy is about the ultimate achievement of long-term societal level change; namely attaining a satisfactory level of social harmony and well-being. What this particular theory of change as outlined makes clear is that this is an outcome that cannot be achieved by the NPS acting alone. Getting there depends not only on the work of the patrols out on the streets, but also on referring people to appropriate and effective forms of on-going sustained support.

Changing the life circumstances of people at a street level is inevitably a long term process. The ‘Stages of Change Model’, also known as the ‘Trans-Theoretical Model of Change’, conceptualises the process of personal behavioural change in five sequential stages:

Stage 1 Pre-contemplation - Not recognising there is an issue and not seeking to change
Stage 2 Contemplation - Awareness there is an issue, but wondering how to change and what to do
Stage 3 Preparation - Identifying and planning to take positive steps towards change
Stage 4 Action - Implementing a change in behaviour
Stage 5 Maintenance - Making efforts to sustain the behavioural change and resisting the temptation to relapse (Prochaska & DiClemente, 1982).

A smooth and orderly progression from one stage to the next is rare. Instances of backsliding are more often the norm as people struggle to sustain the changes they have made. This can make the process a frustrating one for all concerned (McDonald et al., 2003: 56). ‘Stages of Change’ is a valuable theoretical contribution to understanding the process of behavioural change because it explains that:

- knowledge of risks alone is not sufficient to change behaviour and may, at best, only move people from Stage 1 to Stage 2.
- it is nearly always necessary to intensively support and reinforce a process of ongoing behavioural change
- behavioural change is necessarily a long process, with no policy ‘silver bullets’ or quick fixes.

These understandings are fundamental to all who work at a street level and also to those who seek to support their work through effective policy development based on recognized best practice. Changing the often entrenched behavioural patterns encountered by patrols on the street will require more than mediation, transport, referral and the dissemination of information. Ultimately progress will require initiatives that have been demonstrated to build the capacity of people to manage their own issues.
1. Attract necessary funding, infrastructure and support
Resource Nyoongar Patrol. Identify funding requirements, possible funding sources and capital needs. Develop quality funding proposals. Appoint accountant, auditor, adequately resource the administration.

2. Employ and train staff to resource patrols
Recruitment, provision of structured training, acquisition of vehicles & other resources.

3. Identify people in unsafe situations
Identify people who may be in unsafe situations: arguing, threatening behaviour, altercations, fighting, gang culture, severe intoxication, at risk of self-harm, about to break the law, behaving in other ways that attract attention to self such as swearing and yelling.

4. Offer assistance to make safe
Offer advice, offer to make contact with family and friends, offer transport, offer to accompany/escort people to safety, offer referral, telephone link to other sources of support, suggest positive forms of behaviour, request police or other immediate assistance only where required. Prevent escalation of incidents through mediation, conflict resolution and diversionary strategies. Reduced need for police involvement, detention and arrest.

5. Take people to a safe place
Transport to home, friends, family, short-term accommodation facilities, health service, sobering-up centre, welfare services. Arrange ambulance to hospital. Reduced homelessness, truancy, property damage, robbery and assault including child abuse as a result of diversionary transport strategies.

6. Link to Sources of Follow-up support to address issues of medium and longer term safety
Facilitate access to youth centres, counselling & accommodation services. Overall better access to services by people at risk and more effective community safety and service sector due to NPS input. Re-engagement with schooling.

7. Positive change in behaviour
Capacity building, enhanced respect for self and others, more positive relationships, enhanced life/social skills development, enhanced ability to manage anger and conflict, greater involvement in recreational activities.

8. Improved safety, social harmony, quality of life and well-being
Reduced number of safety related incidents, reduced no. of contacts with the criminal justice system, improved health and well-being, quality relationships.

Figure 1: Nyonngar Patrol – Theory of Change
3. NPS Development

3.1 Overview

NPS is the only Aboriginal patrol service that operates in the Perth metropolitan area. This section describes its development over time.

The origins of the NPS can be traced back to 1997 and the planning work of the ‘Project Inception Working Party’. When patrols first commenced in 1998, this community service originally operated under the banner of the ‘Karnya Project’, only later branding itself as the ‘Nyoongar Patrol’.

The Working Party was established, in part, as a response to the high number of Aboriginal children and youth on the streets at night and, in part, as an attempt to find an effective form of early intervention in response to the issue of a high level of contact with the law and justice system. In 2003, for example, Aboriginal people comprised 2% of the population, but they accounted for 29% of those in prison (Blagg, 2003: 5). Blagg (2003) suggested Aboriginal people were the most imprisoned in the world. Not much has changed in this respect since. There is still a high number of young Aboriginal people on the streets and incarceration rates remain high.

The NPS board and staff have worked consistently hard over many years to develop practical and culturally sensitive responses to issues of public safety and to grow the capacity of the organization to respond. From humble beginnings more than twelve years ago, the NPS has now established itself as an integral component of the community services safety sector in Perth. Indeed where NPS now enjoys an established leadership position within the human services sector in Perth. The move into a new building in early 2012 is important symbolically, cementing NPS’s status in an established leadership position within the not-for-profit community services sector.
3.2 Background

Aboriginal people are visible on the streets of Perth in numbers disproportionate to their population. There are several inter-related reasons for this. Firstly the ‘bright lights’ of entertainment precincts always attract young people keen to meet and interact. They come to have fun, break the boredom with some excitement, yarn, and, of course, to meet members of the opposite sex. Aboriginal people, of course, have a right to be on the street and to do all of these things. Secondly there is a lack of social and recreational activities and opportunities for young people. Few venues or events cater specifically for Aboriginal people. Many Aboriginal people have low incomes and are not able to afford the entrance to some venues. This means they are more likely to be seen on the street than other people. Thirdly, most venues are licenced premises catering for people over 18 years of age and not all Aboriginal youth on the street are of legal drinking age. Boredom associated with ‘nothing to do’ is a factor that contributes to young Aboriginal people congregating on the streets. Fourthly Aboriginal people from rural and remote areas of the state visit Perth in large numbers for health reasons, to see relations and to conduct other business. Many do not have accommodation. Fifthly Aboriginal people are disproportionately represented amongst the homeless because they are more likely to be impoverished, to have suffered traumatic life events, to have mental health issues and to suffer social exclusion. Finally some come primarily to get seriously drunk or intoxicated on solvents and to make trouble for other citizens. All of these factors can jeopardise the public safety of both Aboriginal and non-Aboriginal people. A greater street presence necessarily means a greater risk of coming to harm, including the risk of coming into contact with the criminal justice system.
3.3 Milestones
There have been many milestones in the development of the NPS over the past 12 years, as summarised in Table 2 below.

It began in 1998 as a fledgling, unincorporated, volunteer managed service operating just three patrols each week in the Northbridge area. Wages for those on patrol were provided through a ‘work for the dole’ scheme and the service operated from the back of premises owned by the AAC. Through many years of hard work NPS has now transformed itself into a professionally structured...

**TABLE 2: NPS Milestones**

<table>
<thead>
<tr>
<th>Year</th>
<th>Event</th>
</tr>
</thead>
<tbody>
<tr>
<td>1997</td>
<td>Aboriginal Advancement Council and a ‘Project Inception Working Party’ of Aboriginal community and other stakeholders identifies the need for an Aboriginal street level patrol service in Northbridge to address the issue of young people at risk on the streets.</td>
</tr>
<tr>
<td>1998</td>
<td>Night patrols begin operating in Northbridge auspiced by the AAC and operating from its premises. There is some seed funding support from the Aboriginal Group Training Scheme, Aboriginal and Torres Strait Islander Commission (ATSIC), DIA and Lotterywest.</td>
</tr>
<tr>
<td>1999</td>
<td>Perth Employment Enterprise Development Aboriginal Corporation (PEEDAC) provides 6 Community Development Employment Project (CDEP) positions to enable NPS to continue its services in Northbridge. Service management staff are working on a voluntary basis. Aborginal Group Training Scheme abolished causing financial difficulties for the patrol service. Safer WA (Office of Premier and Cabinet) decides to fund an Executive Director leadership position within the Nyoongar Patrol. Previously all NPS management staff had been voluntary.</td>
</tr>
<tr>
<td>2000</td>
<td>City of Perth becomes the first local government authority to engage the Nyoongar Patrol to provide services in its local government area. CDEP positions allocated to the Nyoongar Patrol increase to thirty five, thereby enabling an expansion of services. In September NPS commenced a patrol service within the City of Vincent to address issues around Birdwood Square in Highgate. Within a short period of time the problem was noticeably reduced. NPS works with other agencies to develop and Priority Action Plan. 2000 The formerly independent Swan Community Patrol in Midland merges with the Nyoongar Patrol.</td>
</tr>
<tr>
<td>2001</td>
<td>Nyoongar Patrol Systems Inc is incorporated on 28 November as a not-for-profit organization with concessory tax status under the Aboriginal Councils and Associations Act. The organizational structure provides for an elected all Aboriginal Executive Board. Board members are elected for three year terms. NPS and City of Perth jointly win a Community Services Award for “working in partnership”. NPS wins Australian Institute of Criminology ‘National Australian Violence Prevention Award’. In 2001 Jack Busch from the Department of Premier and Cabinet, reported on issues of crime and anti-social behaviour in Northbridge. Issues of anti-social behaviour and crime in Northbridge are attracting considerable adverse media, public and political attention. City of Perth funds NPS to provide services in Forrest Chase and Wellington Square, supplementing CDEP wages funding.</td>
</tr>
<tr>
<td>2002</td>
<td>NPS secures DIA funding for three full time administrative positions.</td>
</tr>
<tr>
<td>2003</td>
<td>Wayallup Moort Patrol established by NPS in Fremantle in partnership with the City of Fremantle and under the leadership of a local Aboriginal Steering Committee. Fremantle and Central Challenger TAFE Colleges, in partnership with NPS, develop training resources for patrol workers. Nyoongar Patrol expands service to five locations:  • Northbridge and Juvenile Aid Group (JAG)  • City of Vincent  • Midland  • Fremantle  • Perth City/Forrest Chase.</td>
</tr>
</tbody>
</table>
corporation with a strong board, experienced CEO and 17 fulltime staff, all of whom undertake a programme of professional development. In addition there are 7 casual staff who work an average 15.2 hrs per week. Originally back in 1998 when the service first commenced it was virtually unfunded. Today funding is sourced from Commonwealth, State and Local Government (City of Vincent and City of Fremantle), as well as from the corporate sector.

Not all developments have been positive throughout the relatively brief history of the NPS, but the organisation has always demonstrated the resilience necessary to respond to challenges and bounce back from adversity.

### 2004
- The number of CDEP participant positions with NPS grows to forty four: nineteen in Northbridge, fifteen in Midland and ten in Fremantle.
- Department of Child Protection (DCP) provides funds for a part time Frontline Youth Outreach Officer position to engage with children and youth in Northbridge.
- ATSIC and subsequently its administrative arm ATSIS are abolished. This had been an important source of patrol funding to this point. The Department of Attorney General’s now assumes responsibility for the ‘Law and Justice’ function formerly established by ATSIC and administered by ATSIS.

### 2005
- City of Perth decides to cease its NPS funding.
- NPS maintains patrols with funding support from DIA, DCP and the Attorney General’s Department.
- NPS reliance on CDEP reduced by creating fulltime positions with the funding support of the then Department of Employment and Workplace Relations (DEWR).
- NPS decides to re-brand the organisation as an ‘outreach service’, rather than a security service.

### 2006
- The Federal Government abolishes CDEP in urban centres such as Perth. NPS restructures its services. With the assistance of DEWR, ten full time Frontline Outreach Officer traineeship positions are created.
- City of Vincent increases its NPS funding to a level equivalent to one full-time Frontline Outreach Officer position. The City of Vincent also provides the Patrol with a 2-way radio to enable communication with City Ranger Services.

### 2007
- NPS makes a strategic decision to build closer working relationships with key stakeholders such as the City of Fremantle, City of Vincent, Department for Child Protection (Crisis Care), Kilara Services, the Sobering Centre, Anawim Women’s Refuge and the Western Australian Police Service (WAPS).

### 2008
- DIA, DCP, Attorney General’s Department, the Department of Education, Employment and Workplace Relations (DEEWR), City of Vincent and City of Fremantle are all now committed financial partners.

### 2009
- NPS makes strategic decision to conduct some joint patrols with other services such as local government rangers and Centrelink outreach staff responsible for ensuring that homeless people receive their entitlements.
- NPS makes a strategic decision to focus on more active promotion of the service.

### 2010
- Two Senior Supervisor positions and one Team Leader position are created within the NPS staffing structure to better manage the operation of patrols.

### 2011
- NPS services extended to South-Eastern and Northern Rail Corridors, with new funding secured from a Proceeds of Crime Confiscation Grant and DIA.
- NPS staffing level reaches 24, 17 full time and 7 casual.

### 2012
- NPS moves into new purpose built facilities at 35 Gladstone St East Perth.
- This comprehensive independent evaluation of NPS services is completed to guide board decisions in relation to the future direction of the service.
3.4 Organisational Structure

Nyoongar Patrol Systems Inc was incorporated under the Aboriginal Councils and Associations Act on 28 November 2001. The organisation is governed by an elected all Aboriginal Executive Board. Positions include Chairperson, Vice Chairperson—Public Officer, Treasurer, Secretary and committee members.

The Executive Board of NPS sets the strategic direction. In February 2009 a two-day workshop was held to review past strategies and to develop a five year Strategic Plan 2009 – 2014 and a Business Plan 2009 - 2014, with the assistance of a consultant. The process was inclusive of all staff, key stakeholders and members of the Aboriginal Community. NPS is well progressed towards implementation of most aspects of its current Strategic Plan, with the exception of youth policy and strategy where much work remains to be done.

The Executive Board appoints the CEO. She is responsible for all areas of service delivery: planning, finances and operations. As currently structured the role includes many areas of responsibility. It is noted that the role of the CEO includes activities that might ordinarily be the responsibility of a Corporate Services Manager, a Finance Officer and a Human Resources Manager. There is no provision for these support positions within the current administrative staffing structure.

An accountant appointed on a contractual basis oversees financial management, updates NPS financial systems and provides financial reports to inform the Board and support its decision-making. The NPS staffing structure does not provide for a Finance Officer position. A private bookkeeper is contracted for five hours per week, but this is not a staff position. By default most of the day-to-day finance role falls to the CEO.

The Constitution specifies that the signature of two directors is required to approve expenditure ahead of financial processing. This can cause some administrative difficulties relating to efficient management as discussed later in this report.

The Board appoints an independent auditor each year. The annual audit report summarises income and expenditure for the year and may include recommendations to the Executive Board. All NPS acquittals have been found to comply with grant guidelines and terms and conditions to funding.

NPS has a total staff of twenty four; seventeen full time positions and seven casuals. Three of the full time positions are administrative positions. This includes the CEO. The remaining positions are all operational. A Senior Frontline Outreach Supervisor and three Supervisors provide operational support to teams of Frontline Outreach Officers.

The current staffing structure is as follows:
- Frontline Outreach Officers (11 full time, 1 part-time, 5 casual)
- Frontline Outreach Supervisors (2)
- Senior Frontline Outreach Supervisor (2)
- Team Leader (1)
- Administrative staff (2)
- CEO (1).

The staffing structure is flat with just 4 tiers: Frontline Outreach Officers are accountable to their Outreach Supervisors, who report to a Senior Supervisor, who is in turn is accountable to the Team Leader and CEO.
4. Achievements

4.1 Overview
This section highlights some of the main achievements of the service, including the extent to which stated service objectives are being achieved. As a result of its sound governance, good management and high profile the NPS is now recognised as a national leader in its field. The NPS has many identifiable achievements to its credit. These include a demonstrated capacity to care for, and work effectively with, vulnerable Aboriginal people whose safety is at risk.

4.2 Mediation to Defuse Incidents
The NPS has a track record of successfully being able to defuse volatile situations before they escalate and require police intervention. A motto of the NPS is “We step in before the Police.”

There is some evidence to suggest there may be a trend decline in the number of street level incidents involving Aboriginal people. In 2009/10 NPS defused a total of 516 incidents on the streets of Perth. In 2010/11 it defused 337 incidents. Further data and analysis would be required to confirm any trend.

The types of incidents in which patrollers assisted in 2010/11, in order of decreasing frequency, were recorded as verbal (166), feuding (77), physical (53), health (35) and the administration of first aid (5). It is reasonable to assume that in the absence of NPS many of these incidents would have escalated and led to assault, property damage, injury and/or contact with the law and justice system (detention and arrest). Certainly most stakeholders surveyed believe NPS does make a valuable contribution to resolving public disputes and incidents (refer to Appendix 1). There is a view that the mere visible presence of patrols on the streets in itself has a significant crime deterrent effect, reducing the number of detentions, arrests, assaults, property damage and robberies, although this is difficult to substantiate.

The crime prevention benefits of a service like NPS can be difficult to quantify because it involves consideration of the counterfactual, specifically ‘What would have happened in the absence of the NPS?’ How many more people would have been detained or arrested? How many incidents that were diffused would otherwise have gone before the justice system? There are no easy ways to measure such things. One of the operational difficulties in attempting to do so is that the geographic statistical areas on which police report do not correspond with the areas of operation of NPS.

It is important to recognise that NPS achieves results with no formal authority. Frontline Outreach Officers have no police powers. They cannot make people move on, detain them, make people tip out their drinks, confiscate them, stop people using substances, make an arrest or even have any physical contact with people on the street. They must achieve safe outcomes with only the aid of their eyes, ears, persuasive powers and mobile telephone. To work effectively, therefore, Frontline Outreach Officers require mediation and conflict resolution skills.

Some stakeholders have suggested Frontline Outreach Officers should have some formal power and authority. This may, however, reflect a misconception that the role is primarily one of policing and security. This is not the case. Indeed it could be argued that assuming policing powers over Aboriginal people would risk a loss of Aboriginal community support for the NPS because Frontline Outreach Officers may come to be seen as an extension of the police.

4.3 Expansion of Services
The NPS has expanded to now provide thirty-two patrols each week in seven areas of metropolitan Perth.

- Fremantle
- Northbridge and JAG Midland
- Burswood
- South East Rail Corridor 1 (Victoria Park)
- South East Corridor 2 (Gosnells)
- Northern Rail Corridor.

The latter three patrol services commenced in 2011, representing a major expansion of service.
The introduction by the State of a ‘curfew’ for unsupervised children on the streets of Northbridge back in 2004 has fundamentally changed the mobility patterns of some Aboriginal youth. Whereas previously they went to Northbridge at night, they are now much more likely to be found in Burswood or other suburbs up and down the northern and south-eastern rail corridors. Extension of services by the NPS into these areas has been a response to this apparent unintended consequence of current policy. As a result of the curfew there are now far reduced numbers of youth in Northbridge.

The need for the services provided by NPS has been identified by Aboriginal people, the police, others in government, the not-for-profit service sector and the business community. Indeed there has been an outcry when NPS has sought to pull back from the current level of service or has been forced to terminate pilot trials of patrols due to a lack of funding.

In 2009 there was also a trial patrol in the City of Bayswater. This City Council remains supportive of having a patrol service. However, this is not possible at present due to a failure to secure a funding source.

### 4.4 Increased Funding

The NPS has developed from an unfunded body operating under the auspice of the Aboriginal Advancement Council into a medium sized corporation that now attracts funding of in excess of $1m funding per annum. Sources include the Commonwealth (Department of Attorney General and DEEWR) State (DIA, DCP and DAO) and Local Governments (City of Fremantle and City of Vincent), as well as the corporate sector (Burswood Security). The valued support of these funding bodies is acknowledged on the NPS website.

The length of funding agreements has increased over time. DIA, DCP and the Department of Attorney General have all entered into three year agreements with NPS. DAO, the City of Fremantle and the City of Vincent provide annual funding. Longer term funding means an increased capacity for forward planning and reduced submission writing workload.

The NPS has also been successful in securing capital funding. The new NPS premises at 35-37 Gladstone St East Perth, to be occupied in early 2012, has been made possible courtesy of a Land Acquisition Grant from the Indigenous Land Corporation (ILC). Lotterywest is also contributing with funding for the fit out, together with some NPS contribution. Lotterywest also assisted NPS with capital funding in the early stages of the organisation. DIA has supported NPS to acquire, add to and change over its vehicle fleet in addition to its other recurrent funding assistance.

In 2011/12 some additional new sources of funding have been secured. A ‘Proceeds of Crime’ grant from the Western Australian Attorney General Department has enabled the establishment of new patrol services in the south-eastern rail corridor. Further funding from the Western Australian Law Society has supplemented NPS resources and make possible this evaluation.

Attaining funding from multiple sources is a major achievement in a challenging operational environment where there is no one agency that accepts responsibility for funding patrols and there is still no agreed funding model in place for the sector.

### 4.5 Street Level Engagement

NPS has demonstrated a capacity to effectively engage with vulnerable Aboriginal people on the street when their safety is at risk. In 2009/10 it recorded 14,188 contacts i.e. an average of 274 each week. A total of 4,668 people were transported to a safe place. In 2010/11 NPS recorded 15,446 contacts, an average of 297 each week. A total of 4,518 people were transported to safety. Around twenty percent of all contacts were with children and youth under the age of 18 years.

The high level of engagement reflects the fact that NPS provides a culturally safe point of entry and connection with services for many Aboriginal people. Generally NPS Frontline Outreach officers enjoy the respect of members of the Aboriginal community and rapport comes easily. A contributing factor is the cultural competence NPS staff bring to their work. Often there is a social or cultural element to the issues encountered on the street, such as issues at home, a history of feuding between families or ‘pay back’ that may have its origins in a distant remote community. Frontline Outreach Officers are well placed to understand these issues and diffuse them. They are experienced at finding and identifying people who may be at risk. Often they are familiar with family circumstances and the
networks of people they come into contact with as well. There is appreciation, knowledge and understanding of Aboriginal peoples’ histories, lifestyles, values, beliefs and experiences.

Frontline Outreach Officers may be better placed to assess situations and make appropriate responses than some staff in other street level organisations that employ few, if any, Aboriginal people. NPS seeks to recruit people to frontline operational positions who have strong community links and local knowledge; social, cultural and geographical understandings; and compassion and empathy with the situation of people on the street. They bring their life experiences to the workforce and know the risks people face on the street.

NPS recruits its staff from various traditional language groups. Currently it has staff who identify as Nyoongar, Wongi and Yamatji. This increases the cultural competence of the organization, enabling it to address language barriers and work more effectively with the many visitors who come to Perth from other places. Having staff with diverse cultural backgrounds helps to ensure respect for the cultural diversity that exists within Aboriginal society. This enhances the cultural competence of the organization.

The evidence suggests that Frontline Outreach Officers do have a capacity to connect sensitively, listen respectfully, communicate effectively and act compassionately with Aboriginal people on the street. A survey of Aboriginal people who have made use of the service found a high level of community satisfaction with NPS. The survey revealed widespread awareness of the service amongst the Aboriginal community of Perth. Those surveyed commented on the friendly and approachable nature of the patrol service and the professional conduct of its staff (NPS Annual Report 2010/11: 20). This suggests that the position of Frontline Outreach Officer has status and is respected. This is a significant finding because Aboriginal people on the street are a ‘hard to reach’ target group. Often times they are more talked about than with by those with a duty of care. This is the not the case with NPS which does have the capacity to engage. Trust between NPS staff and members of the Aboriginal community is the key ingredient in ensuring NPS effectiveness.

The role of an NPS Frontline Patrol Officer out on the street is challenging, as noted in a previous consultants report.

“The work of the patrol is complex and multi-layered dealing with cultural, psychological, behavioural, mental health, and substance issues with little more than the rapport they are able to build between the people, ‘clients’, and stakeholders they work with.” (Aha Consulting, 2009: 4)

Maintaining a reputation for professionalism is not always easy in this operational environment. NPS Frontline Outreach Officers must deal with difficult issues in public places and, unlike those in other agencies who may operate behind closed doors, what they do is for the most part subject to public scrutiny.

**4.6 Improved Access to Services**

The NPS improves street level access to both mainstream and Aboriginal community services by providing a supported entry pathway for vulnerable people at risk. NPS plays a critical coordination role, linking Aboriginal people to other specialised services that can assist in addressing underlying issues such as family problems, substance abuse or homelessness. Effectively NPS serves as the eyes and ears for other agencies out on the street. In 2010/11 NPS referred a total of 3,411 people to services such as women’s refuges, homeless shelters, sobering centres, CrisisCare, Centrelink, youth centres, child protection services, accommodation services, welfare and health services. It has proved to be an effective conduit into other community services for a specific sub-set of Aboriginal clientele that generally has low levels of trust in most community services.

NPS has built an extensive network of professional relationships. It is now a critical component in a jigsaw of interlinked agencies that provide services for vulnerable people. NPS has established linkages to health, welfare, housing, education and youth services. Improved operational working relationships have been built with and across agencies in each of these sectors over time.

NPS has always been committed to a shared responsibility approach to its work arising out of a recognition that partnerships are critical to success in this field and no one agency acting alone can achieve sustainable results. It has long advocated an inter-agency approach that strives to break down organisational silos. As far back as 2001 NPS received a Community Services Award achieved for ‘Working in Partnership with the City of Perth’.

NPS is not the only service operating on the streets of Perth. It is only one of several street level services which
need to work together to maximise effectiveness and reduce duplication and overlap. Others with some outreach
capacity who also operate out on the streets in much the same policy space include: Mission Australia, Noongar
Alcohol and Substance Abuse Service (NASAS), St John’s Ambulance, JAG, Crisis Care (DCP), Street Doctor Van,
Centrelink, City Council Ranger and Security Services, Westrail transit guards and the Juvenile Aid Group (JAG –
WAPS). Sometimes street incidents require joint street level involvement by NPS with the back-up of police and/or
local government security services. There are also some joint training activities conducted with council rangers and
NPS Frontline Outreach Officers. One unintended positive consequence can be the development of trust across
agency boundaries.

Various Memorandum of Understanding (MOU), funding and service agreements and other partnership agreements
are in place to cement some of NPS’s more important collaborative working arrangements with agencies such as
DIA, DCP, Attorney-General’s Department and the Drug and Alcohol Office (DAO) and Mission Australia.

There are also a host of other agencies operating ‘upstream’ whose work sometimes brings them into contact
with NPS. In the not-for-profit sector these include Killara Corrective Services Support Agency, Aboriginal Legal
Service (ALS), Sobering-up Centre, Derbarl Yerrigen Health Service (DYHS), Manguri, Ruah Community Services,
Yorgum, Youth Link, YouthReach, Lifeline Suicide Prevention, Anawim Women’s Refuge and other emergency
accommodation services. Under current arrangements sobering centres and other drug and alcohol services rely on
NPS to provide transport services and to escort people who are intoxicated to safer places. NPS has also recently
partnered with Save the Children Australia to pilot a youth initiative in the South-East corridor. These agencies
essentially rely on the NPS to provide the transport so people on the street can easily access their services. In recent
times NPS has also developed a partnership with Burswood Security in relation to patrolling the area in the vicinity
of the casino.

In the government sector those involved include the Attorney General’s Department, DEEWR, DIA, Department
of Housing, hospitals and the Drug and Alcohol Office. Relationships between agencies do not only exist at an
operational level. At a policy and planning level NPS works alongside representatives of numerous agencies on a
routine basis. The level of engagement between NPS and any particular agency is, of course, variable.

Getting organisations to work well together is always a challenge. There may be merit in an annual forum of
stakeholders to clarify roles and responsibilities, consider ways to work together more effectively and minimise
any areas of identified overlap and duplication. There is a view amongst Frontline Outreach Officers that at times
“other agencies let us down”. The referral system from NPS to more specialised services upstream sounds good in
principle, but in practice it seems that it does not always work as effectively as it might. The NPS may well sit in the
middle of a vast network of human services, but ultimately it has little control over how well the system does or
doesn’t work.

The inclusion of NPS as one of several agencies working together to implement the Young People in Northbridge
Strategy indicates mainstream recognition of the value it can adds to other community services. The integration of
the work of an Aboriginal agency with mainstream services to create, not just a new pathway of referral, but also
professional relationships based on mutual respect, should not be under-estimated.

The aim of Northbridge Youth Strategy is to identify and address underlying issues associated with unsupervised
and recidivist young people in an adult precinct. NPS works closely with several other stakeholders in implementing
the Northbridge Youth Strategy Policy: DCP Crisis Care, Mission Australia, Kilara and the WA Juvenile Aid Group
from WAPS. Together representatives from these agencies comprise the Young People in Northbridge Project
Implementation Team. DCP makes a financial contribution towards the cost of a part-time Frontline Outreach
Officer to enable NPS to assist with the implementation of the Northbridge Youth Strategy on Friday and Saturday
nights.

NPS undertakes the following activities as its contribution to this strategy:

- Provide foot and mobile patrols to identify young people at risk of moral danger
- Engage with young people to identify their immediate needs and long term aspirations and offer appropriate
  information and referrals to education and recreational activities, and substance misuse counselling with
  supported agencies
- Liaise closely with other stakeholders in relation to case management
- Liaise with JAG so young people considered to be at extreme risk can be taken to a safe place and there can be
  follow up on the need for active interventions with family and with the education system
• Meets twice a week with DCP and the other stakeholders regarding follow up and ongoing support required.
• Assists with information sharing and attend meetings to achieve better outcomes and be updated on progress
• Transport young people to safer addresses identified through the Crisis Care screening process.

There are stringent duty of care legal requirements relating to children at risk that NPS staff, along with all other service providers, must adhere to. Specifically NPS staff need to work in ways that comply with Section 41 of WA’s Community Services Act (2004) which relates to moving children to a safe place.

To no small extent the effectiveness of NPS depends on maintaining a strong network of professional organisational relationships, both within the Aboriginal community services sector and beyond. Aha! Consulting (2009: 4) envisaged NPS “Playing a leadership role in joining allied agencies together to provide a wrap around service to the core work of the patrol.”

Piecing together a comprehensive support network for a target group of people who generally have multiple and complex issues is always going to be challenging, but significant progress has been made. There is now a large network of agencies that work in collaboration with NPS.

4.7 Sound and Stable Governance

NPS meets standards of good governance. The board meets monthly. An AGM is conducted annually. There is a clear separation between governance (board) and day-to-day management (CEO) roles.

The Constitution provides for Board members to be elected for three years terms. The current Board is due to face re-election at the January 2013 Annual General Meeting. Current board members have relevant experience.

Some Board members have had a long term association with the organisation, becoming valued custodians of the corporate memory. One previously worked as an Outreach Officer for eight years. All board members are respected Aboriginal people in prominent community leadership positions who bring with them extensive relevant work expertise in the human services sector, as well as other areas. Specifically current board members have worked in fields such as:
• youth at risk
• education
• community relations
• foster care
• health
• patrol
• media
• police.

Information about the composition of the current board can be found at Appendix 6.

There is much evidence of attention to strategic planning, with the current strategic plan running to 2014. Important source documents in place provide strategic direction to the organisation and guide the decision-making processes of its board:
• Strategic Plan 2008 – 2014
• Operational Plan 2008 - 2014
• NPS Code of Conduct
• Annual audit reports
• NPS Annual Report 2010/11
• Confidentiality protocols
• Executive Committee Code of Conduct.

There is a high degree of accountability and transparency, most recently demonstrated by the willingness to open the organisation up to independent evaluation scrutiny.

The leadership, stability and sound governance practices of the board have developed over many years. The high governance standards attained have substantially contributed to the reputation and professional image of NPS.
4.8 Reputation for Professional Management

The professionalism and commitment of NPS management is highly regarded by partner organisations, NPS staff and members of the Aboriginal community. A Policy and Procedures Manual has been developed to strengthen and guide administrative and operational processes across the organisation and it is reviewed every second year. Other management procedures and systems in place include:

- staff induction process
- electronic clock in machine
- job descriptions and selection criteria for all positions (regularly reviewed)
- Staff Training Plan
- Nyoongar Patrol Outreach Service Resource Information Manual
- Referral manual for staff.

A number of important source documents have been developed to strengthen management capacity. These include:

- NPS Staff Code of Conduct
- Duty Statements and Selection Criteria
- Motor Vehicle Policy.

The current CEO has been continuously responsible for the management of the organisation since 1999. She has relevant formal qualifications (in Business Administration, Human Resource Management and Behavioural Studies), management skills and extensive executive experience. The CEO has considerable operational and strategic management capacity and there is documentary evidence this position is well regarded by stakeholders (Aha Consulting, 2009: 4). The management of the organisation is heavily reliant on this position.

Financial management is sound. NPS contracts a part-time bookkeeper and engages the services of an external accountant and independent auditor, currently Lachlan Douglas Mills. All grants have been fully acquitted and audit reports are unqualified. The report for the 2010/11 financial year testifies to the sound financial management performance of NPS, commenting: “once again, the bookkeeping underlying the accounts was well delivered, and the overall financial position of NPS remains very strong.”

Administrative and vehicle operating costs are tightly controlled, representing a small proportion of total outlays (refer to Table 3 below). Motor vehicle expenses associated with running the NPS fleet, for example, have been kept in check, accounting for around 4% of total outlays or a total of less than $100/day.

4.9 Growing Rapport with the Business Community

The NPS has gradually built relationships with the business community, especially in those places where it has now been operating for many years, such as Northbridge, Town of Vincent and City of Fremantle.

A survey of the business community undertaken as part of this evaluation found there is significant support for the NPS. This finding reinforces positive feedback received in a much earlier survey of business attitudes undertaken to gauge opinion about the work of NPS. The 2001 Perceptions Study was conducted in Northbridge. It found a high level of recognition of the Patrol, with 80% of those approached being aware of the service and about 50% having patrol contact details. Some at that time, however, were not sure about the role of NPS. Since that time in promotional pamphlets and other information the NPS has sought to define its role more clearly and specify what it will do and what it will not.

Of those who knew about the service, 50% said they had directly used it at some stage, with a further 25% stating they had not done so simply because they’d never had reason to. Around half of those who did use the service stated they did so two or more times each week. Respondents identified benefits of the service as including the defusing of volatile situations and the addressing of social issues. Only 14% of respondents could see no benefits.
The current views of business about the patrol, collected in the course of this evaluation, are similar and set out in Appendix 1.

Typical comments by businesses from the ‘Perceptions Study’ included the following:

“NPS do a very good job and I’m pleased they are around.”

“Made Northbridge a better place.”

“[They] make sure young kids 12/13 years old are not on the street.”

“Does help a bit. Northbridge is now better for everyone Indigenous and non-Indigenous people.”
4.10 Aboriginal Employment Outcomes

One of the seldom recognised unheralded achievements of NPS is its capacity to transition people into employment through service with the patrol and ultimately to progress them on to mainstream employment. Former NPS employees have gained employment in many fields:

- Westrail
- WAPS
- DCP
- Sobering Centre
- Women’s refuge
- Local government community safety
- Rangers
- Burswood Casino
- Private security firms
- Public relations
- Mining and resource sector
- Construction industry
- Social welfare.

Everyone currently employed by NPS is Aboriginal with the sole exception of the CEO. No other Aboriginal corporation is known to have achieved this level of Aboriginalisation in WA. The NPS has also attained gender equity in its workforce composition, with half the current staff being women.
### NPS Expenditure 2010/2011

<table>
<thead>
<tr>
<th>Item</th>
<th>$</th>
<th>%</th>
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<tbody>
<tr>
<td><strong>Staff costs</strong></td>
<td>764,530</td>
<td>82.3%</td>
</tr>
<tr>
<td>- wages</td>
<td></td>
<td></td>
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<td>- entitlements</td>
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<tr>
<td>- parking</td>
<td></td>
<td></td>
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<tr>
<td><strong>Capacity Building &amp; Promotion</strong></td>
<td>17,660</td>
<td>1.9%</td>
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<tr>
<td>- training &amp; seminars</td>
<td></td>
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<tr>
<td>- promotion and advertising</td>
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<tr>
<td>- events</td>
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<tr>
<td><strong>Motor Vehicle Expenses</strong></td>
<td>36,188</td>
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<tr>
<td>- vehicle hire</td>
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<tr>
<td><strong>Administrative costs</strong></td>
<td>42,768</td>
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<tr>
<td><strong>Governance</strong></td>
<td>21,333</td>
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<tr>
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<tr>
<td>- audit</td>
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<tr>
<td><strong>Other</strong></td>
<td>46,053</td>
<td>4.9%</td>
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<tr>
<td><strong>Total</strong></td>
<td>928,532</td>
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</table>

Most of the revenue of the NPS is directly invested back into Aboriginal employment as set out in Table 3 above. Over 80% of total NPS expenditure is on wages, staff entitlements and related costs (refer to Table 3 below). This is a substantial direct investment in employment for the Aboriginal community.

As discussed, Aboriginal people who have worked as Frontline Outreach Officers have often gone on to gain other employment elsewhere, thereby creating employment opportunities for others within NPS. It is important to develop a system to consistently measure outcomes in this area and seek to acquire the human resource capacity to ensure that the employment and training function is well managed. In the absence of a Human Resource Manager position within the staffing structure it is difficult for NPS to do this.

Aboriginal employment outcomes are one of the hidden, but nevertheless substantial, achievements of the NPS.
4.11 Professional Development Opportunities

NPS works hard to ensure its staff are sufficiently skilled to perform day to day tasks.

Each financial year DEEWR funds ten traineeships for NPS Frontline Outreach Officers over a thirty-nine week training period to enable Aboriginal people to train with NPS. Most of those employed have converted their traineeship into full time employment elsewhere, sometimes even before their training is completed. All trainees are expected to complete an accredited Certificate III Community Services course. It is understood that two staff have also gone on to complete Certificate IV in Community Development which includes relevant content about aspects of mental health, substance abuse and youth work.

Periodic in-house and other workshops opportunities enable staff to enhance their knowledge and understandings in key aspects of patrol work:

- CCI Training Services courses
  - CCI Effective Communication
  - CCI Introduction to Occupational Health and Safety
  - CCI Negotiation and Conflict Management
  - CCI Dealing with Difficult People
- Mental health
- Substance abuse
- Community Development
- Supervisor Training (group)
- Team Leader Training (one to one)
- Patrol Work Training (group)
- Transport Risk Management assessment coaching.

Other training courses and workshops that NPS staff have periodic opportunities to participate in include:

- Induction
- Verbal Judo
- Introduction to OHS
- Senior First Aid Certificate
- Negotiation and Conflict Resolution
- Effectiveness through Assertiveness
- Dealing with Difficult People.

Senior First Aid Certificate and a Verbal Judo training workshops may be undertaken jointly with ranger and security staff from the City of Vincent.

The training provided has potential to become the national standard in this field. Potentially there may be income generating opportunities involved with the promotion, sale and delivery of training packages by NPS. However, NPS is currently unable to capitalise because its administrative capacity is already overstretched. The creation of a Human Resource Manager position within the NPS administrative structure would assist the organisation to achieve even stronger outcomes in the employment and training area in the future, some of a potentially income-generating commercial nature.
4.12 Policy Advocacy and Service Planning

The NPS has long been contributor to policy and planning work where it is relevant to the quality of street level services. It is actively involved in numerous forums and has become an integral member of decision-making structures. NPS advocacy has been effective in drawing attention to unaddressed issues and gaps in services, particularly in relation to homelessness and youth issues.

The policy and planning advocacy role of NPS is extensive. Primarily it is carried out by the CEO and is for the most part an unfunded activity. The CEO has served or is serving on numerous committees, working groups and reference groups and NPS has made submissions or had input into numerous policy processes since its inception.

- Homeless Taskforce Strategy
- Northbridge Priority Project (2001) and Northbridge Working Party
- Interagency meetings
- Safer Vincent Community representative
- Town of Vincent Safer Vincent Committee (monthly)
- Town of Vincent Crime and Prevention Committee
- Peoples’ Project Meeting Town of Vincent (monthly)
- Safety and Security planning meetings with several local government agencies and Police
- Fremantle Community Reference Group Meeting
- Regional Manager’s Forum
- Safe Place Operational Meetings
- Young People in Northbridge Project (2 meetings/week)
- Midland District Leadership Council Working Group
- Input into East Perth Re-development planning decisions
- Input into Midland Re-development planning decisions
- Input into the Gordon Inquiry.

Several of these processes have produced tangible outcomes. The Northbridge Working Party, for instance, developed an ‘Northbridge Priority Project Action Plan’ responding to issues raised, and the recommendations of, the ‘Northbridge Shaping the Future Report’ (Safer WA).

The NPS has become the established ‘go to’ body for many agencies and stakeholders whenever street issues emerge and expert Aboriginal community input is sought.
5. Implementation
Environment

5.1 Overview

This section identifies implementation issues faced by NPS which impact on its work. It is important to recognise there are a great many factors outside the control of the NPS that nevertheless affect the level of demand for its services and its capacity for effective response.

Five specific challenges are discussed here: the weight of expectations placed on NPS the need to provide shelter for the homeless the overall effectiveness of the current youth policy and practice framework access to alcohol service coordination.
5.2 Weight of Expectations

From its very beginnings the NPS has struggled under the weight of unrealistic expectations. Some in the media, business community, general public and even within government have tended to see it as the agency responsible whenever there is any anti-social behaviour involving Aboriginal people anywhere on the streets or Perth (Aha! Consulting, 2009: 6). Getting media and public acceptance that there is shared accountability across numerous agencies for public safety is an ongoing struggle. It can be difficult to balance and manage the interests of multiple stakeholders.

Whether it be issues of youth behaviour, homelessness, street drinking, arguing, violence or petty theft, it is often the NPS that ‘cops the blame’. As far back as February 1999 the then Director of the service wrote “It appears that any Indigenous type problem within the city limits requires an NPS solution” (Karnya Project Report, February 1999). Unrealistic expectations have continued to dog the patrol service ever since; “everything is seen as our fault” (Aha! Consulting, 2009: 6).

Sometimes pressures are placed on NPS because of the way in which street level incidents are depicted as an ‘Aboriginal problem’, and the impact this can have on attitudes both on the public and at a political level. The organisation can get caught up in the back wash of a wave of media criticism of the criminal justice system which is often portrayed as ‘too lenient’ on young offenders in general and young Aboriginal offenders in particular.

NPS is an Aboriginal corporation that solely exists to serve the interests of Aboriginal people at risk in public places. It does not exist to provide a free security service for businesses, as an adjunct to the police service, to protect public property, to protect members of the general public or to play a ‘street sweeping’ role of moving Aboriginal people along. Law abiding Aboriginal people have a right to be in Northbridge and in other public places. It does not exist to provide a free security service for businesses, as an adjunct to the police service, to protect public property, to protect members of the general public or to play a ‘street sweeping’ role of moving Aboriginal people along. Law abiding Aboriginal people have a right to be in Northbridge and in other public places.

External stakeholders may have fundamentally different understandings about the primary target group the NPS is there to serve.

- Local government, business people and some patrons tend to see the NPS as a kind of security service which is about getting Aboriginal people displaying anti-social behaviour off the street and protecting their assets.
- The Police tend to see the role as one of supporting their efforts at crime prevention and community policing.

Throughout its history the NPS has often found itself wedged between competing and unrealistic expectations of different stakeholders. It is important NPS continue efforts to communicate what it can and what it cannot reasonably be expected to achieve. While the NPS has significant achievements these do not include:

- reduced numbers of Aboriginal people in prison
- reduced crime
- the elimination of street drinking and disorderly behaviour.

It is not reasonable to hold NPS accountable for outcomes in these areas because, for the most part, the underlying causal factors lie outside the scope of its influence.

Members of the Aboriginal community too can have unrealistic expectations. The NPS has to repeatedly remind some members of the community that it does not provide a free ‘taxi service’ to assist people with shopping or to take them to funerals, prison visits, medical appointments or fulfil any purpose other than ensuring the safety of Aboriginal people out on the street. Most understand this, but some do ‘try it on’. Retaining support the support of the Aboriginal community can sometimes be a challenge for NPS. Those behaving in a disorderly manner in public places may perceive it to be “spoiling their fun”.

In the past NPS has shown that it can be effective in garnering the support of influential people at the highest levels of government when the organisation needs to be defended from media and public criticism. There may be opportunities to systematically broaden the base of such support to encompass other strategically placed individuals in the media, in business and in the Aboriginal community.

NPS board members have expressed in principle support for developing a campaign promoting organisational achievements accompanied by a clear statement of its role. This could include:

- the production and dissemination of ‘good news story’ press releases
- regular e-newsletters and web-site updates to keep all stakeholders informed of NPS achievements and initiatives

The official opening of new NPS premises in 2012 will also present an important public relations opportunity that needs to be planned for.

The current level of investment in public relations by NPS is minimal, reflecting its lack of financial resources (refer to Table 3 above). A promotional campaign would only be feasible if additional resources can be sourced for this activity. The Western Australian Law Society has already contributed $5000 towards the purchase of promotional items to kick start an NPS promotional campaign. A promotional campaign is recommended later in this report.
5.3 Lack of Shelter for the Homeless

There is a desperate need to provide more accommodation for homeless Aboriginal people in the city. Repeatedly throughout the course of this evaluation the lack of emergency shelter emerged as a fundamental concern that needs to be addressed as part of any comprehensive response to issues of public safety. Various stakeholder groups all expressed concern about the extent of homelessness when surveyed (refer to Appendix 2). NPS staff stated that too often when they found homeless people in need of shelter there was simply no where to take them.

There are various reasons why people may be homeless. The housing market is unaffordable and inaccessible for many, especially young single Aboriginal people. Private rents are prohibitive for those on low incomes and public waiting lists are long. It is also the case that people visiting Perth from remote communities for health reasons often fall out of the medical system safety net. Some may drink excessively, not comply with prescribed medical treatment and become homeless. NPS plays an important role in re-connecting people from rural and remote parts of the state back with their communities and arranging transport home.

It is also noted that the issue of homelessness is often associated with people not receiving their social security benefits for one reason or another. NPS plays an important role in linking people sleeping rough to Centrelink. Centrelink staff now sometimes accompany NPS patrols to ensure people are receiving their entitlements.

People who are homeless may vary considerably in their capacity to live independently and care for themselves. Some people require specialised facilities and are unable to manage their own lives without intensive support. Others may be able to live in Department of Housing accommodation with less intensive forms of support. Beyond the Department of Housing there are a range of other agencies and programmes that may carry some level of functional responsibility in respect of particular sub-groups of homeless people, such as the Disability Services Commission (DSC) and DAO.

Rather than responding to the issue of Aboriginal homelessness as if this were a generic category of people with common needs, it may be more useful to conceive of various homeless sub-groups of people each with different requirements:

- couples with children
- single women with children
- single men with children
- youth in crisis
- single older men
- people with disabilities
- chronic itinerant people/ long-term ‘park people’
- visitors from rural and remote areas (often health related)
- people recently released from or absconding from hospital
- people with substance dependency issues
- people recently released from prison.

The need for more emergency accommodation beds for the homeless in Perth has long been recognised. The State Homelessness Task Force recommended the establishment of a basic facility in inner city Perth offering a bed and locker, as well as shared kitchen, laundry and ablution facilities. Shelter WA is a community based organisation that seeks to provide access to affordable and secure accommodation for low income and other disadvantaged people, including the homeless and those at risk of homelessness. It has identified an urgent need for a homeless shelter in inner city Perth (Shelter WA 2011). A thirty-five bed facility has been recommended operating along the lines of a similar facility in Kalgoorlie. The report suggests some specific criterias that such a facility should meet (Shelter WA, 2011: 5-6).

“It is recognised that a night shelter is a necessary part of a broader system to address homelessness in the cities of Perth and Vincent, alongside assertive outreach, preventative programs, transitional housing and longer-term solutions” (Shelter WA: 2011: 5).

DCP is responsible for the delivery of homeless services on behalf of the state. It has developed a Homeless Strategy. St Vincent de Paul, the Department of Housing and DCP are all currently working together to establish and operate a ten bed facility (Shelter WA, 2011: 8).

The shortage of accommodation for Aboriginal people has been accentuated by the closure of facilities for Aboriginal people. Boomerang House in East Perth (vacant since 2000) and Allawah Grove hostel in Midland are both empty and in disuse. It is understood both properties have potential to be brought into service. This would, however, require the approval of the owners and identification of a source of operational funding.

The policy, procedures and practices of some existing shelter facilities can also be a source of some frustration for street level services. At present RUH Community Services does provide overnight accommodation for just $12 per night, but most Aboriginal people who are homeless have no capacity to pay whatsoever. Homeless people who are drunk can be taken to a sobering-up-shelter, but sober people who are simply homeless cannot be admitted. Bridge House is a sobering centre facility managed by the Salvation Army. The practice here is to only admit people after 4pm. Women who
have been assaulted by a family member may be admitted to a refuge, but those who are at risk of being beaten cannot if they have not actually been physically attacked. It is also the case that women who have been drinking cannot be admitted to a refuge even if they have been beaten. Facilities such as women’s refuges do provide an essential service for women who have been assaulted and have nowhere safe to go, but they do not cater for the needs of every woman at risk who is in need of emergency accommodation. One stakeholder consulted in the course of this evaluation quipped that it often feels as though homeless people are either “too drunk or not drunk enough” to be assisted.

Some, including some staff within NPS, take the view that NPS should seek to fill part of the gap in the provision of beds for the homeless by seeking to extend its services to run its own accommodation facility. It is noted, however, that the operation of an accommodation facility is a specialised activity, that NPS has no capacity or experience in this area and there is no easily identifiable source of on-going operational funding. Before deciding what the future role of NPS might be it is important to firstly consider the question of “What are its capabilities?”

Any effective response to issues of urban homelessness is likely to require a joint commitment from Aboriginal organisations, the broader not-for-profit sector, as well as local, state and the national government. It is noted that the Shelter WA report (2011) identified a need for additional funding for assertive outreach services that work with Aboriginal people who are homeless (2011: 9) and, in particular, a need to increase funding for NPS (2011: 5). At present the organisation receives little recognition or funding for the services it provides to the homeless.

**RECOMMENDATION 2:**

That NPS advocate in support of policies, programmes, practices and facilities that address the needs of homeless Aboriginal people.
5.4 Youth Policy Framework

There are known to be a high number of Aboriginal youth on the streets of suburban Perth at night without adult supervision. Their issues are often multiple and complex. They may include family conflict, truancy, substance abuse, homelessness, poor communication skills, frequent contact with the juvenile justice system and social isolation. Often there are difficulties in their relationships with family, school and community. Many are not participating regularly in education or training. Some NPS staff take the view that the organisation should consider providing youth counselling and case management services directly, seeing this as a logical vertical extension for the organisation which would involve working with essentially the same client group. However, this is not the core business of NPS. Seeking to fill this perceived gap in services risks assuming responsibility for the achievement of youth outcomes that NPS is ill equipped to achieve. It is important to separate the identification of service gaps from questions about which services might be best positioned and equipped to fill them.

In the course of this evaluation some questioned whether the current overarching youth policy framework was as effective as it might be in assisting troubled youth. Some feel processes of referral, counselling and case management are not working as well as they might. NPS Frontline Outreach Officers expressed frustration at continually picking up the same core group of young people for the same kinds of at risk behaviours. Other agencies share the concern. In 2011 Police Commissioner O’Callaghan stated that WAPS wants to see children and youth better connected to services that can assist them and that it is ready to engage with the Aboriginal community to address the issue of juvenile offending.

The Young People in Northbridge Project seeks to ensure the public safety of children and youth. Specifically it seeks to contribute to the following positive outcomes:

- Decreased number of unsupervised young people frequenting adult precincts, at risk of harm and at risk of apprehension
- Increased parental responsibility due to the provision of home and family follow-up
- Prevention of incarceration of young people due to the availability of diversionary transport.

This initiative is backed by legislation (Children and Community Services Act 2004), which give JAG the power to apprehend unsupervised children under the age of fifteen years, to search them, seize certain articles, and to move them on to a save place. Where there are warrants Kilara, a corrective services support agency, may become involved. It also provides for an exchange of information between agencies.

DCP is currently funding NPS to undertake Northbridge JAG Patrols under the terms of a three year agreement. NPS has specific responsibilities to assist in identifying young people at risk and their location. Instances are reported to the Police Camera Room. Where children and youth are apprehended the JAG records their name and age, what they are wearing and why they are considered to be at risk. It also takes their photograph. Mission Australia youth workers are then responsible for doing the assessment of each young person. Crisis Care, an arm of DCP, then seeks to contact and communicate with the parents or guardians, and to organise transport to a safe place.

Where young people are transported home, a parent or guardian is required to sign off on a discharge. In the case of Aboriginal children and youth, NPS may be asked to initially attend to try to locate an adult who is responsible for the young Aboriginal person and to then subsequently transport the young person safely home. The difficulty is that in some cases there may be no one home or no one who is willing or able to take responsibility for the young person’s safety.

DCP undertakes ‘Consumer Perception Surveys’ of organisations it funds to provide services to young people. This includes NPS. The most recent survey of consumers of NPS services was undertaken in November 2011. There were 17 participants. The results confirm other findings from this evaluation. Sixty-eight percent of youth respondents agreed with the statement that the NPS met their needs very well, with a further 29% stating it met their needs well. Seventy one percent of participants agreed the NPS involved them in finding a way to meet their needs. Sixty five percent said they were very satisfied with the service they received from NPS, with a further 29% stating they were satisfied. Sixty five percent felt they had learnt new skills that would help them manage in the future. Forty-four percent said they were very confident they would be able to manage in the future, with a further 44% stating they were confident. Thirty three percent stated that the NPS supported their care and safety ‘very well’, with a further 33% agreeing it cared for them ‘well’. Care and safety was defined to include the provision of stable accommodation and protection from harm. Overwhelmingly those surveyed stated they trusted NPS workers and felt they were always open in their dealings. They also felt that NPS valued their knowledge of their own situation and worked in partnership with them to find solutions to their needs.

There has been a decrease in the number of unsupervised young people in the adult precinct of Northbridge who are at risk of harm or Police apprehension. Nevertheless, some stated they regard the current Northbridge Youth Strategy as a ‘bandaid’ approach that has had the unintended consequence of
dispersing young people away from the CBD to other metropolitan areas such as Burswood and out along the northern and south-eastern rail corridors.

The Northbridge Project is currently being evaluated by Edith Cowan University on behalf of the Attorney-General’s Department (Commonwealth). NPS is having input into the process. This will assist in assessing the value and effectiveness of current partnership arrangements. Findings and recommendations may possibly inform reforms in respect of current arrangements.

There is also a view that more needs to be done to re-engage troubled young people with their families. Reconnecting them with families has repeatedly been identified as critical to addressing the underlying causes of youth issues. Youth issues can seldom be resolved unless families accept responsibility for their children and have the capacity to provide parenting support. There are government policies and programmes directed towards strengthening families, such as ‘round tables involving both family members and service providers, but from the perspective of NPS Frontline Outreach Officers not enough is being done to implement this approach in the metropolitan area. Since March 2009 government agencies have had the authority to seek ‘Parental Responsibility Orders’ that can compel parents to attend parenting courses, keep their children at school and stop them associating with known offenders. It is understood this law has not been used to date and its effectiveness is yet to be tested and evaluated.

Across government and the not-for-profit community sector there is an on-going search to find for more joined up approaches that are effective with young people and families. Because of its experience in dealing with Aboriginal youth issues on the street every day, NPS is well placed to not only identify those at risk, but also contribute to an on-going dialogue about appropriate youth policy and practice in what is a challenging field for all involved. NPS is keen to explore new models of intervention which would provide more direct engagement with young people with an increased focus on diversion and prevention. A system of effective follow-up with families as soon as practical after incidents involving their children is seen as a critical element.

Recently NPS, Save the Children Australia and the Federation of WA Police and Community Youth Centres Incorporated (Gosnells Branch) have partnered to jointly trial a ‘youth space’ initiative in the south-eastern corridor. Save the Children has experience in preventative work with Aboriginal youth. This initiative will also provide insights into effective strategies for engaging youth.

NPS is keen to position itself as a service that is inclusive of young people. The Strategic Plan 2009 – 2014 envisions the establishment of a multi-agency ‘one-stop shop’ where young people can have their information and referral needs met and be better linked to appropriate services and support. Specifically the NPS board would like to see the organisation more involved in connecting troubled youth to safe recreation spaces such as the sporting clubs and youth centres such as PCYC. This could extend to creating opportunities for young Aboriginal people to become involved in a range of existing community events which showcase their strengths and talents. Potentially there is also scope for early intervention and prevention work with young people at youth centres and in schools to raise awareness of the risks that young people face on the streets at night, and to build personal capacity to reduce the dangers. Currently, however, NPS lacks the wherewithal to make any of these things happen across the metropolitan area without greater recognition and resourcing of its youth support role.

RECOMMENDATION 3:

That NPS advocate in support of policies, programmes, practices and facilities that build the capacity of Aboriginal youth.
5.5 Follow-up

Achieving a joined-up seamless ‘place-based’ approach in the human services sector is always difficult. This is especially so with the delivery of street level services to hard to reach' groups of people and their subsequent referral.

A source of frustration for Frontline Outreach Officers is that they sometimes feel they don't receive enough information about what other agencies are doing to support and assist people that have been referred to them by NPS. Where patrols repeatedly pick up the same people over and over again staff can understandably come to question whether anything substantial at all is being done to address the underlying structural issues that place people at risk. NPS staff stated they would like better communication with other agencies, but it is understood that issues of client confidentiality can sometimes preclude this.

There is widespread support for a case management approach where there is a lead agency responsible for managing the multiple and complex needs of each individual referred. This cannot always be the same organisation because different people have different needs and priorities. Where the case management of Aboriginal people is concerned, there would appear to be potential for NPS to play an important initial role in identifying which agency might best serve as the most appropriate lead agency. Often it is NPS that has made the initial contact and referral, and often it has the most background knowledge on the person.

5.6 Access to Alcohol

Overwhelmingly most of the incidents that require the attention of NPS are alcohol related. The demand for street level services is likely to remain high so long as access to take away alcohol remains relatively unrestricted in and around known trouble spots such as Northbridge. The main issue is ease of access to cheap cask wine and related street drinking. Problems associated with under-age street drinking have also increased in some areas.

It is clear that problems associated with street drinking are not only a big issue for the business community, but also for NPS. This suggests there may possibly be opportunities for business interests and NPS to work together to develop shared proposals to better manage the supply of alcohol in and around troublespots. Undoubtedly some liquor outlets would likely be opposed. It is also noted that while most of the incidents the NPS responds to are alcohol related, DAO funding from Midland to Bridge House as the result of the closure of the Eveline Sobering Centre in that area.

The extent of any general support for some form of reform of current liquor licensing arrangements in and around identified trouble spots is not known. An evidenced-based case would need to be made and attitudes within the general public, Aboriginal community, not-for-profit sector, business community, and government canvassed. A unilateral approach by NPS to the Liquor Licensing Commission is unlikely to succeed, nor does the NPS have the staffing resources to lead this issue at present.

The NPS staff have made the initial contact and referral, and often it has the most background knowledge on the person.

It is not being suggested that the NPS should take ownership of the ‘grog issue’. What is being suggested is that easy access to alcohol around known trouble spots adds significantly to NPS workload and that NPS should be advocate on issues that impact on its operations, especially the level of demand for its services.

**RECOMMENDATION 4:**

That NPS advocate in support of policies, programmes, practices and the co-location facilities that contribute to a joined up approach to the provision of frontline services in Perth.

**RECOMMENDATION 5:**

That NPS advocate in support of policies, programmes, practices and facilities that address issues of substance abuse.
6. Sustainability and Resource Requirements

6.1 Overview

This section of the evaluation discusses the resources NPS requires to operate effectively. This includes the funding, staffing, infrastructure and professional development needed to sustain the service. There are several factors that give cause for concern about the long term sustainability of the NPS.

- The organisation is key person reliant and there is no succession plan in place.
- NPS administration is under-resourced and overloaded.
- There is no Human Resource Manager position in the staffing structure.
- Future funding is uncertain and some activities are unfunded or underfunded.

6.2 Succession Planning

Succession planning is an issue across the whole organisation to ensure NPS is not adversely affected when key personnel move on. It is the most immediate challenge facing the organization, especially in relation to the CEO position. The issue has been evident for some time.

“A succession plan is critical to the continuity of the Nyoongar Patrol. At present, there is a significant reliance on a key person – the Chief Executive Officer. The CEO’s role is broad and encompasses a sizable skill set …” Nyoongar Patrol Systems Business Plan: 18)

The current role of the CEO is extensive and includes:

- strategic and operational planning
- implementation and monitoring of activities
- development of policy and procedures
- advocacy
- negotiation of funding
- submission writing
- public relations
- staff selection and recruitment
- staff management
- staff appraisal
- liaison with government agencies and the not-for-profit sector
- funding acquittals
- public relations and media
- conference and workshop attendance
- financial control
- maintenance of operational systems and asset control
- compliance with constitution, strategic plan and other source documents
- consultation and liaison with the government and non-government sectors.

The CEO is also an important custodian of the ‘corporate memory’ due to her longevity in the position, as are board members. The CEO has been continuously responsible for the strategic and day-to-day management of this organisation since 1999.

In the course of 2011 the staff numbers have doubled and the number of patrols has doubled, but the number of administrative positions at NPS has remained the same. Indeed the number of administrative staff has remained unchanged at just three since 2002. Since that time the number of operational staff has increased substantially, but there has been no commensurate increase in the number of administrative staff. This has stretched administrative capacity to breaking point, leaving the organisation poorly positioned to respond to identified future threats and opportunities. The CEO position is on administrative overload. There is no spare capacity to take on additional functions, to broaden the funding base, to write new funding submissions, to implement new professional development activities such as mentoring or address a host of issues of strategic importance to the future of the organisation. Inevitably an organisation in this situation risks slipping into reactive mode, responding to issues and concerns only after they arise.
NPS has at numerous times recruited a staff member with the specific intention of them being trained to take over the CEO role, but this has not come to fruition. It is difficult to groom someone for the CEO position within the current NPS staffing structure because there are no senior administrative positions other than the CEO.

Succession will always be problematic for so long as there is no one being groomed and managerial decision-making capacity and authority remains centralised. It is therefore important to re-visit the staffing structure and duty statements to explore opportunities to delegate some of the CEO's existing responsibilities. It is stressed that to be effective the delegation of authority would need to be accompanied by investment in building the capacity of staff positions through professional development, staff coaching and mentoring initiatives. This would require resourcing as discussed in the following section of this report relating to the need for a Human Resource Manager position.

At present the position of CEO at NPS is unsupported and there is over reliance on one position. The appointment of key support personnel in the administrative area is imperative to enable future succession planning to occur. One option is that NPS approach DIA with a proposal for a new position of Corporate Services Manager. The existence of this position would significantly bolster the capacity of the organisation to sustain operations in the event the CEO were to leave. Recently the current CEO has once again signalled a desire to take time out and perhaps move on once satisfactory arrangements are in place. This is seen as a matter of the highest priority.

It is also the case that there is no guarantee that any member of the current board will continue to hold office after the next election. Again there is a risk of losing experience, expertise and corporate memory. Currently all board members are elected together for a three year term. It might be possible to stagger the election of board members so that directors do not all commence and cease at the same time. This would require a constitutional change agreed at an AGM.

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**RECOMMENDATION 6:**
That NPS develop a detailed written proposal and budget seeking funding to establish a new position of Corporate Services Manager.

**RECOMMENDATION 7:**
That NPS review duty statements to permit greater delegation of authority within the organisation.

**RECOMMENDATION 8:**
That a proposal be developed to enable a structured programme of staff coaching and mentoring to be implemented within NPS.

**RECOMMENDATION 9:**
That a set of written financial delegations be developed for use within the organisation, subject to the approval of the board prior to implementation.

**RECOMMENDATION 10:**
That NPS amend its constitution to stagger the election of board members.
6.3 Need for a Finance Officer

At present there is no Finance Officer position at NPS. There is a part-time external bookkeeper contracted for five hours each week to provide some support to the CEO. However, most of the day-to-day demands of the finance role fall on the CEO.

The organisation has now grown to the point where the workload suggests that a .5 Finance Officer position is justified. The financial management role has grown substantially. Income from multiple sources now exceeds $1.1m/ annum. The payroll now extends to 24 staff.

A Finance Officer would have a key role to play in relation to tasks such as the following:
- paying accounts
- budgetting
- payroll and deductions
- financial reporting to the board and to funding bodies
- maintaining financial systems and financial control
- grant acquittal
- asset procurement and management
- payment of salaries and entitlements

RECOMMENDATION 11:

That NPS develop a written proposal seeking funding for a new part-time position of Finance Officer.

The efficient management of a medium scale organisation such as NPS requires that financial transactions such as the lease of vehicles, the booking of transport and the purchase of day-to-day stationary and supplies occur quickly and easily. Unfortunately the CEO does not have a Corporate Credit Card. The CEO has advised that the bank will not issue a corporate credit card because this would contravine a provision of the NPS Constitution that requires the signature of two authorised persons to approve every financial transaction. At present the CEO must use her own personal credit card and then seek reimbursement from the organisation backed up by supporting documentation.

RECOMMENDATION 12:

That the board approve the issue of a corporate credit card to the CEO, subject to the prior approval of any necessary constitutional changes.
6.4 Need for a Human Resource Manager

Investment in training and development is critical to the efficiency of this service. Throughout its history the NPS has been plagued by human resource management and work force challenges including staff shortages and high turnover. NPS has made progress towards ensuring its staff are sufficiently skilled to perform day-to-day tasks, but more work remains to be done in this area.

The pool of Aboriginal people from which staff can be recruited to NPS is relatively small because Frontline Outreach Officers must have a current F class extension on their drivers licence to transport members of the public, a Police clearance and a ‘Working with Children’ check prior to appointment. To qualify for the F class extension it is necessary to have held a driver’s licence for four or more years and to pass a medical examination. Many Aboriginal people do not have a driver’s licence at all due to health and other issues. Quite apart from any other considerations, lack of a driver’s licence would also make it difficult for many to get to and from work because patrol night shifts finish well after all public transport has closed down for the night.

There are also several other factors that contribute to a substantial human resource management challenge confronting this organisation.

- Many NPS employees are new to the workforce and without an established work history. This increases the professional development challenge for NPS. The organisation must therefore make a substantial investment in their job readiness.
- The work of Frontline Outreach Officers is challenging because it involves working with people with multiple and complex needs who may be difficult to engage. A high level of cultural competence and communication skills are required to fulfil the role effectively.
- The role of a Frontline Outreach Officer is demanding. Those on patrol may be routinely exposed to incidents of self-harm, trauma and death encountered on the street. They also risk anger, abuse or violence. There is also a risk of burn out with this kind of work. Staff need to be able to cope and at times may benefit from access to counselling.
- Health and well-being issues prevent many people from working or staying in work, reflecting the overall generally poor health status of the Aboriginal community from which NPS employees are drawn and of which they remain a part.

NPS tends to attract mature aged staff, often people who are grandparents. Working hours are not ‘family friendly’ or attractive to younger people because the job involves long and irregular hours and weekend work. Understandably the younger generation want a social life and working through both Friday and Saturday night until 4am is generally not seen as desirable. In any case the view of the NPS Board is that fulfilling this role effectively requires people with significant life experience who are respected in the community.

A high level of investment in professional development is desirable for an organisation that seeks to adequately train and equip teams of generally inexperienced Aboriginal staff for such a challenging role. An analysis of expenditure for the 2010/11 financial year reveals that less than 2% of the NPS budget was devoted to items that might be considered to involve staff capacity building. This excludes the DEEWR contribution for traineeships which currently is described simply as ‘wages’ in the organisations accounts, rather than as ‘training’ or ‘trainee wages’. The NPS CEO has also pointed out that 2010/11 was not typical in this respect because there were insufficient numbers to justify holding some workshops. Training expenditure is expected to be higher in 2011/12.

The organisation would like to make a bigger investment in the professional development of its staff, but currently lacks the resources to do so. In particular there is an identified need for greater investment in work readiness, mentoring and training. NPS budget limitations currently restrict the level of investment that is possible. NPS is well aware of the issue:

“We are seeking funding to strengthen our training resources – a critical element to increase the efficiency of our service and share our expertise with other Patrol services in the State.” (Noongar Patrol Systems Inc, 2009: 10)

A full time Human Resource Manager position within the NPS structure is seen as justified given the magnitude of the workload in this area. The absence of this position means that the weight of the workload in this area falls on an already overloaded CEO.

The proposed position of HR Manager would be responsible for:

- administering and reviewing the organisations HR and training and development systems in accordance with recognised ‘best practice’
- oversighting systematic staff selection processes, recruitment and training of all staff
- reviewing and maintaining up to date job descriptions and selection criteria
- checking that all legal and other requirements for employment are satisfied ahead of appointment maintenance of individual Personal Performance Development Plans for each employee
- ensuring staff compliance with the Code of Conduct
- implementing and administering the Performance Appraisal system
- compliance with the Modern Award Fair Work Australia Act (2009)
- introducing a system of ‘exit interviews’ for...
administering DEEWR traineeships in accordance with the terms and conditions of funding and reporting to DEEWR on outcomes
• organising a full schedule of staff training and development workshops, including joint training activities with other agencies
• current knowledge of the full range of employment and training programmes that can be accessed to support the professional development of NPS employees
• building relationships with potential new sources of additional resources and support such as the Department of Training and Workforce Development, Workforce Development Centres, Generation One, Vocational Training and Employment Centres and Job Services Australia
• developing and maintaining a system of performance measures for the employment and training function:
  • no. of training completions X type/annum
  • annual rate of staff turnover
  • no. of staff transitioning to employment with other organisations/ annum
• maintain NPS records to record and promote organisational achievements in the employment and training area
• upholding staff conditions of employment
• administering staff dismissal action where necessary
• administering staff grievance procedures.

As part of succession planning it would also be useful if funding could be obtained for the provision of coaching and mentoring to raise staff capacity, thereby taking some responsibility and pressure off the CEO position. Putting coaching and mentoring arrangements in place across the organisation should be a priority for a Human Resource Manager if appointed.

The Challenger Institute of Technology in Fremantle has worked with NPS to develop and implement training resources especially designed to meet the skill needs of NPS employees. With some further development, marketing and national accreditation there is potential for this package to be accepted as the national standard for training patrol officers. However, with its current staffing resources NPS is not positioned to take advantage of what may be a future commercial opportunity.

Some would like to see NPS explore the prospects of becoming an RTO. The registration process and ongoing requirements are rigorous. Registration is not feasible in the short term because of the current level of human resources within NPS. One aspect of the role of a Human Resource Manager could be oversight of the RTO registration process and the development of a package of NPS employment and training resources with potential commercial application to other patrol services, the mining and resources sector and the security industry.

There are a number of opportunities for NPS in the workforce development area, but such activities will only become possible with the establishment of a full-time Human Resource Manager position to drive change in this area.

Recommendation 13: That NPS explore possible funding sources and develop a detailed written proposal to establish the position of Human Resource Manager.

6.5 Funding

The NPS had an annual operating budget of approximately $1m in 2010/11. In 2011/12 this is expected to increase to about $1.1m. Funding sources are multiple, as shown in Table 4 below. This reflects the fact there is no one single funding source for patrols. As a consequence the NPS must continue to rely on a 'cocktail funding' arrangement, as it has for most of its existence.

The bulk of the funding comes from the WA state government, most of it from DIA. DCP also funds one part-time Outreach Officer position to enable NPS to partner in the Youth in Northbridge Project. Further DAO provides some funding specifically to enable chronic substance users in need of treatment to be transported from the Midland area to detoxication facilities at Bridge House. It does not fund other alcohol and drug related services provided by NPS.

The Commonwealth Attorney General's Department comes a distant second behind DIA in the funding stakes, providing almost 15% of the organisation's total funding. This is a far cry from the early days of NPS when ATSIC was the organisation's primary funder. DEEWR currently provides a further 8% of NPS revenue, enabling the organisation to offer traineeships for Frontline Outreach Officers each year.

Local government makes a small, but nevertheless significant contribution, also providing around 8% of total NPS revenue. It is noted, however, that only two metropolitan local government authorities within the areas of Nyoongar Patrol operation contribute financially. These are the City of Fremantle and the City of Vincent. Non-contributors are the City of Perth, the City of Swan and the City of Gosnells. Some within the local government sector have accused the state of attempting to 'cost shift' when it has been suggested that all local government authorities ought to contribute.

Where NPS is providing services that are not funded or are inadequately funded, it does have the option of giving notice of an intention to scale back or phase out such services at a future date if funding is not secured. Significant advance notice would need to be given of any service closures so as to minimise any disruption and allow time for planning.
Table 4: Analysis of NPS Funding Sources 2010 - 2011

<table>
<thead>
<tr>
<th>Source</th>
<th>$</th>
<th>% Total Income</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Commonwealth</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Attorney General’s Dept</td>
<td>144,410</td>
<td>14.8%</td>
</tr>
<tr>
<td>- DEEWR</td>
<td>77,227</td>
<td>7.9%</td>
</tr>
<tr>
<td>Total Commonwealth</td>
<td>221,637</td>
<td>22.8%</td>
</tr>
<tr>
<td>2. State</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- DIA</td>
<td>539,071</td>
<td>55.4%</td>
</tr>
<tr>
<td>- DCP</td>
<td>44,531</td>
<td>4.6%</td>
</tr>
<tr>
<td>- WA ADA</td>
<td>11,341</td>
<td>1.2%</td>
</tr>
<tr>
<td>Total State</td>
<td></td>
<td>61.1%</td>
</tr>
<tr>
<td>3. Local Government</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Town of Vincent</td>
<td>50,000</td>
<td>5.1%</td>
</tr>
<tr>
<td>- City of Fremantle</td>
<td>30,000</td>
<td>3.1%</td>
</tr>
<tr>
<td>- City of Bayswater</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>- City of Perth</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>- City of Swan</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Total Local Government</td>
<td>80,000</td>
<td>8.2%</td>
</tr>
<tr>
<td>4. Non-Government Sector</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Not-for-Profit Community Sector</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>- Corporate sponsorship</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>- Philanthropic sources</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Total Private Corporate</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>5. Self-Generated</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Fee for Service (Burswood Security)</td>
<td>55,328</td>
<td>5.7%</td>
</tr>
<tr>
<td>- Training</td>
<td>4,091</td>
<td>0.4%</td>
</tr>
<tr>
<td>- Other</td>
<td>198</td>
<td>0.02%</td>
</tr>
<tr>
<td>- Interest earned</td>
<td>16,886</td>
<td>1.7%</td>
</tr>
<tr>
<td>Total Self-generated</td>
<td>76,503</td>
<td>7.9%</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>973,083</td>
<td>100%</td>
</tr>
</tbody>
</table>

Self-generated income, primarily from the provision of contracted services to Burswood Security, presently account for an additional 8% of NPS revenue. In theory there is potential for NPS to extend services to the corporate sector. In reality NPS lacks the administrative capacity to do anything more than it is already doing, at least in the short-term and until such time as administrative staffing issues are addressed.

Throughout its entire history the NPS has always struggled to find stable, secure on-going funding sources. It was not until the service became incorporated in 2001 that it began to attract some funding in its own right. In its early years the NPS relied on volunteer management and those out on patrol were Community Development Employment Project (CDEP) participants.
In subsequent years the NPS has, time and again, found funding sources only to see them evaporate for a variety of reasons. ATSIC was abolished, the City of Perth and the City of Swan both ceased their previous funding, and CDEP projects in urban areas were discontinued. At one time Safer WA was the peak crime prevention agency in WA and a source of funding. It too no longer exists. Other past sources of funding included some in the retail sector. The East Perth Redevelopment Authority (EPRA) also provided one off funding to NPS to conduct consultations in relation to a revitalised cultural centre serving as a safe community hub.

The main funding sources at the present time are DIA (Government of Western Australia) and the Department of Attorney General's (Australian Government), as discussed. However, there is no certainty that either will continue into the future and some reason to believe they might not, at least in their present form.

DIA is the main funder of NPS patrols. The Department sees its broader role as coordination rather than programme administration. It is not clear which agency within the state government structure, might take on responsibility for patrol funding were DIA to relinquish this role.

At a Commonwealth level there is a long term trend decline in the level of financial support for patrols nationally. This may reflect a general reluctance to fund patrols, due to management issues associated with the operation of some patrols in other places. There was a time when ATSIC was the major financial supporter of patrols and the primary funder of NPS. However, when ATSIC and its administrative arm ATSIS were abolished in 2004 and 2005 respectively, the Law and Justice function passed to the Commonwealth Attorney General's Department. It is understood NPS is now one of only two patrol services funded by the Department nationally. The Commonwealth now makes only a minor contribution to NPS revenue. The Attorney-General's Department is committed to a three year funding agreement with NPS to the end of 2012/13, but there is no certainty about what will happen after this. In summary the long term funding base for patrol services with a crime prevention focus appears to be shrinking. At best there is uncertainty about the future level of support for the current patrol model.

Most of the funding that NPS currently receives is for activities associated with crime prevention. Much of the broader role that NPS plays in relation to issues of homelessness, substance abuse, youth support, child protection and policy and planning advocacy is presently unfunded or underfunded. In particular it is noted that NPS currently receives no funding from the Department of Health and Aging or from the Department of Families, Housing, Community Services and Indigenous Affairs (FaHCSIA).

Just as old avenues of support may fade, new opportunities may also emerge. Commencing 2011/12 the Government of Western Australia committed to a policy of “improving services and support for disadvantaged and vulnerable people in the Western Australian community”. Additional funding of $600m over four years has been committed. The purpose is to enable not-for-profit organisations to:

- attain and retain staff
- improve the level of care they provide
- deliver sustainable services into the future.

In 2011/12 the NPS was successful in attracting a couple of important new sources of funding. A Proceeds of Crime Grant has enabled a new patrol service to commence along the south-eastern rail corridor. Further the Law Society of Western Australia contributed $15,000 towards the cost of this evaluation and another $5,000 towards promotion of NPS services.

There are other potential funding sources that are yet to be explored, but in order to access them the NPS will need to firstly substantiate the value of the services it provides. If the NPS wishes to make a strong case for further broadening its funding base, then it will be necessary to ensure outcomes are measured in all areas of service delivery. This may require a review of performance indicators to ensure they encompass the areas of:

- crime prevention
- assistance to the homeless
- street level health services
- child protection and youth support
- employment and training
- policy advocacy and planning
- fee for service activities.

Sustainability and Resource Requirements
In summary securing core funding is an issue that continues to dog the NPS. There is no single funding body responsible for street patrol services and it is unlikely there will ever be. This leaves the NPS reliant on multiple funding sources.

**RECOMMENDATION 14:**

That NPS work with other frontline services to lobby all tiers of government to negotiate and agree a funding model for frontline services and patrols.

**RECOMMENDATION 15:**

That the NPS board give notice of an intention to cease providing patrol services in any local government area where it is not funded to do so, from the commencement of financial year 2013/14.

**RECOMMENDATION 16:**

That NPS formulate a business case and develop proposals to broaden its funding base.

6.6 Infrastructure

NPS has, by and large, now met its infrastructure needs.

To date the NPS has operated out of premises owned by the AAC. These have always been ill suited to the role. New purpose built premises funded by the Indigenous Land Corporation (ILC) and located at 35-37 Gladstone Street East Perth will soon be occupied. The new facility offers numerous advantages over current arrangements.

- CBD location close to other services
- Suitable space for staff training workshops
- Suitable space for staff meetings
- Staff amenities
- Ample parking for the NPS vehicle fleet
- Close access to other services
- Accessible for people in need of information and assistance
- 24 hour access.

NPS hope to be able to offer an ‘open home’ drop in service for youth, including young parents, at its new premises sometime in the future. This was not feasible at the old premises. New premises with modern facilities may help in attracting administrative staff. The attraction and retention of Frontline Outreach officers, however, seems likely to continue to be a challenge because of the previously mentioned inhibiting factors.

NPS has a substantial modern vehicle fleet. As at 30 June 2011 the vehicle fleet had a total written down value of $189,356. Some staff members suggested that some current vehicles were not well suited because access for immobile or seriously intoxicated people is not always easy. The CEO explained that NPS had limited choice when it came to purchasing vehicles available on the market at the time when the most recent new patrols commenced. Purchase coincided with the tsunami in Japan and a resultant reduction in vehicle production by the NPS fleet provider. The current issue of vehicle suitability will be progressively resolved as the fleet is updated.
7. Opportunities to Strengthen the NPS

7.1 Overview
This evaluation canvasses some possible future courses of action to strengthen the organisation:

- re-branding the NPS
- support for the establishment of a Nyoongar cultural precinct
- promotion of the service
- adoption of a strength-based philosophy.

It is suggested that these issues be addressed by the NPS Board in 2013 as part of the process of formulating its next Strategic Plan. The current plan expires in 2014.

7.2 Re-branding the Nyoongar Patrol
A process of re-branding NPS began in 2005 with the landmark decision to promote the organisation as an outreach service, rather than as a security service. Since that time NPS has begun to place greater emphasis on its role in promoting community safety and harmony, rather than a narrower focus on crime prevention. There are opportunities to continue this process of re-branding by adopting a strength-based philosophy and language to describe the work of NPS.

Historically the work of patrols has been described in terms that are problem oriented. The focus has been on issues such as crime, drunkenness, glue sniffing, truancy and vagrancy. It is important to not overly rely on language associated with community deficit and dysfunction. The risk is that this contributes to the stereotyping of Aboriginal people.

The use of language matters because it shapes understandings of reality. There are particularly good reasons to be cautious about the choice of words to describe policies, programmes, services and activities in the Aboriginal sector (Homel et al 1999:192). For some people terms such as ‘intervention’, ‘juvenile’, ‘surveillance’, ‘diversion’, ‘moral danger’, ‘anti-social behaviour’ and ‘disorderly behaviour’ have a social or historical association with authority, police, violence, deaths in custody, dispossession, colonisation or policy ineffectiveness. A positive sense of identity cannot be constructed from a dominant discourse of dysfunction.

The future work of the patrol can be described in positive terms that focus on how it builds upon and contributes to Aboriginal community strengths. This is an organisation that exists to build social harmony, enhance well-being and ensure the public safety of Aboriginal people in Perth. The organisational vision of “developing community safety and harmony through reducing risk and harm to Aboriginal people” reflects this. A focus on positive imagery, experiences and achievements can contribute to the image of an organisation.

The term ‘Nyoongar Patrol’ has the advantage of good ‘brand’ recognition. Nevertheless there has been recurring discussion about whether the word ‘patrol’ is still appropriate because it may infer a policing role. Describing the role of NPS as ‘crime prevention’ may also be problematic because it can sound like the organisation is an adjunct to the Police with a law and order function as distinct from a broader community safety role. NPS is a community-based organisation. Therefore in describing its work it is important to avoid language that implies a policing or statutory child protection role.

Examination of files and documents held by the Patrol reveals that at different times different stakeholders have described the work of NPS in different ways. These include: “crime prevention”, “community policing”, “welfare service”, “social support”, “early intervention and prevention” and “community safety”. While some of these ways of understanding the role of NPS overlap, they do not all mean the same thing.

Changing the discourse is an important part of re-branding the NPS. The issue of appropriate language to describe what the NPS does and how it does it is a matter for further internal discussion at a board and staff level. NPS may need to re-visit how it wishes to describe its role in the context of formulating its next strategic plan and in future iterations of other source documents such as staff manuals and even symbols such as logo’s and uniforms.

RECOMMENDATION 17:
That NPS adopt a strength-based philosophy that explicitly promotes social harmony and the inclusion of Aboriginal people, and provide staff training in the approach.
7.3 Promoting Social Harmony
NPS seeks to promote social harmony and mutual respect on the streets of Perth. One of the objects in its constitution is “To promote and develop mutual trust and friendly relations between Nyoongar Patrol System and the general community at large.”

Community events can provide a non-threatening way to reduce prejudice and social tensions in a social space where interaction can occur and trusting relationships can begin to develop. There may be opportunities for NPS to play a greater role in support of events and activities that showcase Aboriginal community strengths and talent such as NAIDOC Week, Sorry Day, Reconciliation Week, International Day of World’s Indigenous Peoples and Harmony Week. Sponsorship of performing artists is one option.

In the course of this evaluation attention was drawn to the absence of a dedicated Aboriginal cultural precinct in the city. There may be opportunities for NPS to work with others in advocating and planning the establishment of an Aboriginal cultural precinct in inner city Perth. The ‘cultural precinct’ concept is not well developed at this stage, but it is understood as possibly including facilities for a language centre, art gallery and exhibition space, art therapy, Indigenous music recording studio, art and music sales, music performances, recreation facilities and the co-location of Aboriginal community services. Certainly there is support for the establishment of some kind of Aboriginal cultural precinct, but the concept requires further development and some funding to enable initial planning and proposal development to occur. The establishment of a dedicated Indigenous cultural facility in the City is one opportunity to showcase Aboriginal community strengths. It is also about ensuring that public signage, symbols and place names are inclusive of Aboriginal people and recognise their connections to country, cultural heritage, strengths and achievements.

The NPS can position itself to present a positive view of the Aboriginal community by actively supporting public events and other initiatives that showcase Aboriginal community strengths and talent. It is important to erode away misconceptions in the broader society.

7.4 Promotion of NPS
Survey responses indicate that some stakeholders feel NPS could do more to promote its services. It is noted that in 2010/11 NPS had no budget for promotion. Recently the Western Australian Law Society has provided seed funding to assist the NPS with promotion.

Good media and government relations are necessary to protect the image and integrity of the organisation. NPS needs to attend to sustaining strategic influence and relationships precisely because it is vulnerable to public and media criticism. It is important to cultivate relationships with the media, within government, the corporate sector and amongst the leadership of the Aboriginal sector of Perth. ‘Friends in high places’ can help defend the organisation from public attack when necessary. In the past there has been some welcome high level ‘buy in’ from the highest levels of government, including from within the Department of Premier and Cabinet (Office of Crime Prevention). There have also other occasions, such as the introduction of the youth curfew in 2003, where government and media appear to have by-passed the views of NPS and other stakeholders entirely. Reports depicting ‘Northbridge in crisis’ feed public perceptions that it is an unsafe place frequented by gangs of Aboriginal youth.

It is important to tell ‘good news’ stories and disseminate them through a range of media that show the work of the NPS and Aboriginal people more generally in a positive light so as to begin to erode some misconceptions in the broader society. The NPS can position itself to present a more positive view of the Aboriginal community through actions such as publicly promoting its employment and training achievements and governance. Indigenous media, TV news and current affairs, pamphlets, social media and the NPS website all present opportunities.

In the past NPS has been the recipient of two major awards for excellence which gave the organisation positive exposure:

- Australian Heads of Government ‘Australian Violence Prevention Award’ (2001)
- Community Services Award ‘Working in Partnership with City of Perth’ (2001).

There are opportunities to again nominate the organisation for awards that provide positive exposure.

A promotional campaign will need clear objectives. There are two quite specific purposes that a targeted campaign might usefully serve:

- combating misperceptions about the role of the NPS and who it exists to serve
- encouraging potential funders to invest in a service that has a sound track record of good governance and achievement.

**RECOMMENDATION 18:**

That NPS advocate in support of policies, programmes, services and facilities that showcase the strengths and talents of Aboriginal people.
There is, however, no point in promoting greater use of services or raising expectations of greater service availability within the business community, Aboriginal community or the general public when NPS is already operating at full stretch and lacks the resources and capacity to extend existing services. This should not, therefore, be the focus of any campaign.

RECOMMENDATION 19:
That NPS develop a targeted promotional campaign, subject to available funding.

7.5 Life Skills Development
Since its inception the NPS has expanded its services in response to community need, extending into new areas of the city and increasing the number of patrols. In addition to increasing the supply of services, it is also important to examine strategies that might ultimately reduce the high level of demand for these kinds of services. This means initiatives that address the underlying causal factors that manifest in street level behaviour. The coming ‘youth tsunami’ evident in demographic trends suggests needs are likely to continue outstrip available resources unless something constructive is done on the ‘demand side’ of the equation.

Many of the people NPS engages on the street lack the capacity to access social security, youth, accommodation, health and other services unaided. There is widespread disengagement from positive social norms amongst this group. Underlying issues for such people may include:
- social isolation
- poor self esteem
- substance abuse
- truancy
- poor attitude/motivation
- family conflict
- conflict with police or other authority figures.

The Nyoongar Dialogue report (2010: 19) states:
“A particular challenge highlighted was the need to find empowerment strategies to address issues of internalised oppression, particularly Nyoongar-on-Nyoongar conflict. Participants acknowledged that many Nyoongar families face grief, trauma, substance abuse, suicide and self harm as daily realities.”

What can be done to motivate and enable people in this situation to help keep themselves safer? One option is to pilot ways to grow people’s capacity to address their own issues by developing their life skills to the point where they have the motivation and the ability to act without the need for intensive support. This approach is about social inclusion and equipping people with the knowledge, skills, understandings and resources to:
- recognise unsafe situations
- avoid trouble
- manage their own finances
- find accommodation
- engage in meaningful social and recreational opportunities
- stay off alcohol and drugs and adopt a healthy lifestyle.

Work needs to be done to expand the life skills and choices of people on the street, but NPS is not well resourced to do this work at present. It may however, be well positioned to play a critical advocacy role and assist in linking people to appropriate support.

Recommendation 20: That NPS advocate in support of policies, programmes, practices and facilities that build practical life skills.
8. Conclusion

8.1 Overview
The available evidence suggests the NPS is contributing to improved public safety for Aboriginal people in Perth. However, in order to sustain this the NPS has to firstly get its staffing structure right and secondly broaden and secure its funding base. This is the main conclusion of this evaluation.

This final section of the evaluation tentatively identifies some best practice principles and benchmarks NPS against them. It also presents a SWOT analysis of NPS drawing on all available information sources used in this evaluation and it summarises the findings and recommendations of this report.

8.2 Benchmarking NPS against ‘Best Practice’
The terms of reference for this evaluation require the identification of aspects of NPS performance considered to be best practice. This section of the evaluation identifies some ‘best practices’ and benchmarks these against the NPS.

A brief literature review of ‘best practice’ relevant to the field of patrols was undertaken. This involved examination of some existing relevant and credible research and reports (Cunneen, 2001; Blagg, 2003; Allard, 2010; Phillips & Parsell, 2012; Anderson and Wild, 2007; Higgins and Katz, 2008; Higgins, 2005 & 2010; Dodson & Hunter, 2006; Aos et al, 2006; ANTAR, 2011; Holzer, et al 2006). The purpose was to identify aspects of best practice that might inform this evaluation. The findings are summarised in Tables 5 and 6 below. Table 2 identifies best practices that relate to the operation of the organisation. Table 3 is concerned with best practices that relate to the sector as a whole and are largely driven by policy decisions taken outside the organisation.

<table>
<thead>
<tr>
<th>Identified Best Practice Principles</th>
<th>Applies to NPS</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Patrols are accepted as a tried and proven model and there is a sustained commitment to implementation</td>
<td>Yes</td>
</tr>
<tr>
<td>2. Responsibility for services and responsibility for outcomes rests with an Aboriginal managed agency</td>
<td>Yes</td>
</tr>
<tr>
<td>3. Service strives to be holistic responding to a range of street level risk factors such as substance abuse, disputes, homelessness and child protection issues</td>
<td>Yes</td>
</tr>
<tr>
<td>4. Strong, strategic and stable governance and management are understood as critical to the effective operation of patrol services</td>
<td>Yes</td>
</tr>
<tr>
<td>5. Strategic investment in building and maintaining a network of partnership relationships with other service providers is understood as critical to the effective operation of patrol services</td>
<td>Yes</td>
</tr>
<tr>
<td>6. There is an adequate level of resources and support for the organisation</td>
<td>No</td>
</tr>
<tr>
<td>7. There is strong investment in HR management to address a range of workforce issues, including mentoring and coaching</td>
<td>Partial</td>
</tr>
<tr>
<td>8. The organisation measure and report on all aspects of performance</td>
<td>Partial</td>
</tr>
</tbody>
</table>
### TABLE 6: Best Practice Principles applying to the Sector

<table>
<thead>
<tr>
<th>Identified Best Practice Principles</th>
<th>Applies to NPS</th>
</tr>
</thead>
<tbody>
<tr>
<td>9. Services operate within a broader policy and practice framework that promotes the social inclusion of the most marginalised citizens</td>
<td>Yes</td>
</tr>
<tr>
<td>10. Services operate within a broader policy and practice framework that adopts a ‘place-based’ response to community issues</td>
<td>Yes</td>
</tr>
<tr>
<td>11. Services operate within a broader policy and practice framework that succeeds in empowering vulnerable families to take primary responsibility for ensuring the safety and protection of their children</td>
<td>No</td>
</tr>
<tr>
<td>12. Services operate within a broader child protection framework that shifts the primary focus of attention away from a narrow concern with enforcing statutory regulations and towards the provision of greater support to families.</td>
<td>Partial</td>
</tr>
<tr>
<td>13. Services operate within a broader policy and practice framework that promotes an ‘assertive outreach’ approach to issues of homelessness which truly supports people through the transition into permanent stable housing</td>
<td>Partial</td>
</tr>
<tr>
<td>14. Services operate within a broader policy and practice framework where appropriate alcohol management strategies are in place and people with substance abuse issues are diverted to effective education and treatment services</td>
<td>Partial</td>
</tr>
<tr>
<td>15. Services operate in tandem with life skills development initiatives designed to increase the capacity of people to act without the need for intensive support</td>
<td>Partial</td>
</tr>
<tr>
<td>16. Services operate within a broader policy and practice framework where a ‘Situational Crime Prevention Model’ is in place</td>
<td>Partial</td>
</tr>
</tbody>
</table>

To date there have been few rigorous independent evaluations of patrol services in Australia. Greater attention to evaluation would assist the process of identifying ‘best practice’. In the absence of further work conclusions about what is ‘best practice’ must necessarily be tentative. Perhaps the sixteen ‘best practices’ identified in Table 5 and 6 could be more cautiously described as ‘promising practices’, until further evidence is in.

At the present time Edith Cowan University is conducting an ‘Indigenous Justice Program Evaluation of Night Patrols’ which includes consultation with NPS amongst other services. This initiative is funded by the Commonwealth Attorney General’s Department and the University of New England. By identifying both strengths and weaknesses of current models it may add to understandings of what is and what is not ‘best practice’ in this sector.

An in-depth critical literature review was not possible within the limited scope and timeframe of this evaluation, but could be undertaken.
8.3 SWOT Analysis
This section of the report identifies the strengths, weaknesses, threats and opportunities faced by NPS, drawing on all available data sources used in this evaluation. It is noted that there have been previous SWOT analyses conducted in relation to the NPS as part of organisational planning processes, one as recently as 2009. These have informed this latest SWOT. This evaluation generally serves to confirm the earlier work, but some new aspects have been identified.

Strengths
- High profile/well known ‘brand’
- Cultural competence
- Demonstrated capacity to engage Aboriginal people at street level
- Stable governance
- Experienced management
- Professional reputation/ highly regarded by other stakeholders
- Established network of professional relationships with key stakeholders.
- Aboriginalisation.

Weaknesses
- Key person reliant
- No succession plan
- Lack of administrative staff
- Resources are limited relative to community needs
- Recruitment difficulties
- Staff turnover
- Insufficient investment in staff professional development.

Threats
- Unrealistic expectations
- Failure to understand the role
- Insecure funding and no agreed patrol funding model
- Providing services and undertaking activities that are unfunded or underfunded
- Perceived lack of cultural competence in some community services that NPS refers people to
- Potential for hostile media and public reactions to incidents involving Aboriginal people.

Opportunities
- Seek out new funding sources
- Promotional campaign
- Development of ‘fee for service’ activities
  - consultancy
  - training resources
  - patrols
- Advocacy in support of the homeless
- Input into improving the current youth policy framework operating in WA.

8.4 Key Findings
- NPS has worked consistently hard over many years to develop practical and culturally sensitive responses to issues of community safety.
- There is a critical shortage of beds for the homeless in Perth.
- There is an opportunity to delegate some decision-making authority within NPS, but this will need to be accompanied by capacity building initiatives such as coaching and mentoring and the development of a set of written financial delegations.
- There are no Corporate Services Manager, Finance Officer or Human Resource Manager Positions within the NPS staffing structure, and this contributes to an unsustainably heavy workload for the CEO.
- There may be opportunities for the NPS to broaden its funding base, but the organisation currently lacks the resources to dedicate to systematically developing a quality business case and funding proposals.
- Government lacks an agreed funding model for patrol services.
- The NPS needs to engage in public relations activities to combat media and public misperceptions, but it currently lacks the resources necessary to do this systematically.
8.5 Summary of Recommendations

This section brings together all of the recommendations made to the NPS to guide the future direction of the service. It is recommendation 7 that is considered to be of the highest and most immediate priority. Implementation of this recommendation is critical to ensuring the organisation has the capacity to implement others.

1. That NPS develop performance indicators to measure progress in relation to its stated objectives and report on these in its annual report.

2. That NPS advocate in support of policies, programmes, practices and facilities that address the needs of homeless Aboriginal people.

3. That NPS advocate in support of policies, programmes, practices and facilities that build the capacity of Aboriginal youth.

4. That NPS advocate in support of policies, programmes, practices and the co-location of services and facilities that contribute to a joined up approach to the provision of frontline services in Perth.

5. That NPS advocate in support of policies, programmes, practices and facilities that address issues of substance abuse.

6. That NPS develop a detailed written proposal and budget seeking funding to establish a new position of Corporate Services Manager.

7. That NPS review duty statements to permit greater delegation of authority within the organisation.

8. That a proposal be developed to enable a structured programme of staff coaching and mentoring to be implemented within NPS.

9. That a set of written financial delegations be developed for use within the organisation, subject to the approval of the board prior to implementation.

10. That NPS amend its constitution to stagger the election of board members.

11. That NPS develop a written proposal seeking funding for a new part-time position of Finance Officer.

12. That the board approve the issue of a corporate credit card to the CEO, subject to the prior approval of any necessary constitutional changes.

13. That NPS explore possible funding sources and develop a detailed written proposal to establish the position of Human Resource Manager.

14. That NPS work with other frontline services to lobby all tiers of government to negotiate and agree a funding model for frontline services and patrols.

15. That the NPS board give notice of its intention to cease providing patrol services in any local government area where it is not funded to do so, from the commencement of financial year 2013/14.

16. That NPS formulate a business case and develop proposals to broaden its funding base.

17. That NPS adopt a strength-based philosophy that promotes social harmony and the inclusion of Aboriginal people, and provide staff training in the approach.

18. That NPS advocate in support of policies, programmes, services and facilities that showcase the strengths and talents of Aboriginal people.

19. That NPS develop a targeted promotional campaign, subject to available funding.

20. That NPS advocate in support of policies, programmes, practices and facilities that build practical life skills.
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Appendix 1: Methodology

1.1 Overview
This appendix sets out the terms of reference for the evaluation, describes the evidence based approach adopted and outlines the information collection techniques used.

NPS chose to evaluate their own services to learn more about how well they are working and how they might be made to work better in the future. Both the NPS and the Western Australian Law Society funded the evaluation. Initial discussions commenced in 2011, with most of the work for this evaluation being undertaken in the second half of the year.

1.2 Terms of Reference
The following terms of reference for this evaluation were developed by the evaluator in consultation with the CEO of the Nyoongar Patrol Outreach Service, and approved by the board.
1. Briefly describe the NPS and its development over time.
2. Identify lessons learnt in the course of delivering the NPS.
3. Identify the extent to which stated service objectives are being achieved.
4. Highlight achievements and outcomes of the NPS, including any unintended consequences.
5. Identify aspects of the NPS considered crucial to providing a ‘best practice’ service.
6. Identify implementation issues or challenges faced by the NPS.
7. Comment upon the sustainability of the NPS and resource requirements, including funding, staffing, infrastructure and professional development.
8. Discuss stakeholder and inter-agency relationships, linkages and understandings of the role of the NPS.
9. Present a SWOT analysis of the NPS.
10. Comment on current NPS governance.
11. Discuss opportunities to strengthen and broaden the work of the NPS.
12. Make recommendations for the future direction of the NPS.

1.3 Design and Implementation of the Evaluation
The evaluation design was approved by the NPS board and management working with the evaluator. A meeting between the evaluator and the NPS board and CEO took place to plan the evaluation and discuss evaluation techniques. This evaluation assesses the value of the service, while also creating opportunities for stakeholders to give voice to their qualitative experiences.

Utilisation (or perhaps more precisely non-utilisation) of findings and recommendations has long been an issue for evaluation. Opportunities to participate in the process can aid the eventual use of findings and recommendations. Practical take up by an organisation may be more likely to occur where staff and board members have been actively involved in the evaluation, have had meaningful opportunities to contribute during data collection and are ultimately convinced by the weight of evidence presented. In this case the board, staff and representatives of other agencies all had opportunities to contribute their perceptions and understandings.

1.4 Evidence-based Approach
This evaluation utilises an evidence-based methodology. An evidence-based approach is one that involves:
• drawing information together from several different sources converging on a single set of findings
• linking information about current practice to other data sources about what is known to work well and what does not with the aim of reducing any gap between recognised best practice and actual programme performance.
An evidence-based approach typically encompasses the following types of activities:

- finding existing evidence
- generating and recording additional new evidence
- assessing the quality of all evidence
- synthesising all of the available evidence by bringing it together to create a holistic picture
- communicating the evidence by disseminating it to interested parties in a clear form appropriate to the audience so that it can be used and they might benefit from it
- applying the evidence so that it can inform future policy and practice
- developing mechanisms to enable learning from this future application and incorporating lessons learnt into an on-going iterative cycle of evidence based decisions, actions and continuous improvement.

There are several ways in which policy and practice can be said to be evidence-based. The following three are especially relevant to this evaluation.

- The corporate and community memory approach is about capturing and learning from the experiences of staff and other stakeholders to inform understandings about what works and what doesn't in a particular context. Valuable instances of corporate and community memory may be found within the organization’s information systems, but may also exist informally in the tacit knowledge and ‘war stories’ that people working at an operational street level routinely share amongst themselves. The insights of these ‘organisational sages’ are a valuable resource where this data can be captured.
- The best-evidence synthesis approach involves summarising the findings of existing credible research and evaluation reports to enable a composite overview of what works to be presented. A diverse array of methods and data collection techniques may be used including both published and unpublished sources. There are very real limits on the extent to which it is possible to do this in a project such as this, due to time and other resource constraints.
- The proven practice approach involves documenting successful practices from other contexts in order to enable them to be replicated. It draws on the experience and expertise of trusted practitioners who have been involved in activities demonstrated to work. Instances of proven practice have been included in the literature review that forms part of this report.

It is stressed that an evidence-based approach is not only about synthesising the best available external evidence derived from systematic research. It is also about integrating this with the knowledge that comes from local experience, expertise and judgement that is often carried around in people’s heads and not necessarily recorded in reports and information systems.

1.5 Information Sources

Five kinds of data have been collected, analysed and brought together in this study to inform findings:

- Focus group meetings
  - NPS board
  - NPS staff
  - External Stakeholders.
- Surveys providing information about stakeholder perceptions of the service.
  - Internal NPS survey
  - government stakeholders
  - not-for-profit organisations
  - business community.
- Document review of information and reports held by NPS extending back over the life span of the organisation e.g. program information, plans, monitoring data, progress reports, review reports, financial reports and some academic literature.
- Submissions in the form of invited written comments from key stakeholder organisations addressing the terms of reference.
- A brief literature review identifying recognised ‘best practice’ in this field which is the subject of Appendix 3.

In addition periodic meetings were held with the NPS CEO to help plan the evaluation, agree the methodology, help guide the progress of the study, provide background information and documents, discuss draft findings and recommendations and assist with feedback to finalise the report. A meeting with the NPS board to discuss the report and consider draft findings and recommendations before finalisation was also held.
Focus Group Meetings
Three focus group meetings were facilitated by the evaluator with the NPS Board, NPS staff and with external stakeholders.

Focus Group with Board:
A half day focus group meeting was held with the NPS board. The CEO chose to absent herself, preferring that the evaluator met with the board alone. The focus group made it possible to hear the views of board members in relation to how the service is operating and how it might be improved in the future. Four of the five board members were in attendance.

The board identified succession planning for the CEO position as a major issue. The meeting also identified a need for a new Corporate Services Manager position and also a Human Resource Manager position to ensure that day-to-day operational issues do not come to the CEO position and that the senior leadership role is shared. The Corporate Services Manager position was seen as having primary responsibility for finance, assets, property management and human resource management, with other administrative positions reporting to the Corporate Services Manager. The Human Resource Manager position would be responsible for duties such as recruitment, retention, traineeship administration, professional development and mentoring.

The board regards the maturity and life experience of its Frontline Outreach Officers as a particular strength of the NPS. Young people are generally seen as ill suited to the role. The board has a high regard for the NPS track record in transitioning Aboriginal people into employment as Frontline Outreach Officers and then subsequently onto other employment elsewhere. Performance in this area would be better resourced and strengthened by the inclusion of a Human Resource Manager position in the staffing structure.

The board sees opportunities to explore the possibility of attracting new funding for NPS services. It was acknowledged that the CEO was unlikely to have the time for this task. It was suggested that extra resources may need to be engaged to write quality funding submissions in an attempt to broaden access to new funding sources. The immediate priority is seeking funding for the new administrative positions already identified.

The board noted that DIA is considering the future management of its patrol funding state wide, currently understood to be about $5m. It was noted that this might provide an opportunity for the NPS to take over aspects of program management under contract to the state and that it may also present an opportunity to reduce administrative and other duplication across patrol services in the sector statewide. It was acknowledged that additional NPS staffing would be required to handle what would amount to a significant extra administrative workload. It was suggested that some positions may need to be seconded from DIA to NPS in the event that the organisation was approached by DIA and did decide it wanted to assume some broader patrol program management role at some point in the future.

There was some discussion about whether there might be a need for constitutional change to ensure the continuity of the board. This could be achieved through the staggering of the election of board members. As things stand there is a risk that all board members might be voted out at the one time, resulting in a significant loss of corporate memory. While the board acknowledged the risk, it appears to see this as a lower priority than other issues.

There was some discussion about the appropriate role of NPS in relation to ensuring troubled youth were connected to diversionary activities such as sport and recreation. The board saw risks associated with the NPS becoming directly involved in service provision in an area in which it is not resourced. The appropriate role of NPS in relation to youth at risk was seen as ‘linking’ to existing youth organisations, activities, events and facilities by those who are appropriately resourced for this role, such as the PCYC.

Finally the board sees a need to better promote the work of NPS to address misunderstandings about its role and to highlight achievements. Elements of a successful promotional campaign were seen as including ‘good news stories’, ‘best practice’ awards nominations for the organisation, building closer relationships with the media, and getting key messages out.

Focus Group with NPS Staff:
All NPS staff were invited to attend a focus group meeting facilitated by the evaluator. The aim was to hear their views on how the service is operating and how it might be improved. The focus group technique responds to the diversity of people by creating scope for individuals to tell their own unique stories about their particular programme experiences. It was not simply assumed that staff would all have the same views about the service or assess its value in the same way. Staff may well make meaning of their experience in different ways.

There were 14 staff members present, seven men and seven women (2 administrative staff and 12 outreach officers). The CEO thought it appropriate to absent herself and did not attend. Of these who did attend only five indicated they had been employed for more than a year. Four of these had been with NPS for more than 2 years. Three of those present indicated they had been employed for less than 6 months.
There was some discussion about the role and achievements of NPS. One staff member described the role as “Helping the community to run smoothly.” Those present identified the following as achievements of the service or things that it did particularly well:

- Capacity to connect, respectfully listen to and communicate with Aboriginal people on the street
- Identifying and communicating with young people, especially those at risk
- NPS has built a high profile
- The NPS has a strong presence on the streets
- Crime prevention
- Assistance to the homeless
- The provision of a transport service that takes people to a safe place
- Advocating for people in need to help them get the services they require
- Providing financial assistance (i.e. paying fares) to help destitute people from rural and remote areas to return home.

In the focus group NPS staff identified factors they felt were holding the NPS back from being a more effective service:

- Lack of some services, especially the lack of overnight emergency shelter and inadequate detoxification facilities.
- Staff felt frustrated due to a lack of NPS influence over the level of support and assistance individual clients might receive once referred to other services.
- Rules and procedural ‘red tape’ of some agencies such as:
  - women can only be admitted to a women’s refuge when they have been bashed i.e. being at risk of violence is not sufficient
  - DCP has a strict policy in respect of the age of young people it will and will not assist.
- People identified by NPS and in need of immediate help still have to ‘wait in the queue’ for long periods to receive some services, especially mental health services.
- Homeless people who are assisted with accommodation do not always receive sufficient follow-up and may quickly lose their housing and end up back on the streets because of a lack of follow-up and support.
- When NPS identifies particular young people at risk, Frontline Outreach Officers sometimes feel that some in other services do not take them seriously. The attitude of some agencies sometimes seems to be an ‘out of sight, out of mind’.
- At times Frontline Outreach Officers feel frustrated with the ‘revolving door’ of clients, feeling that they are only able to provide a ‘bandaid’ service.
- There has been a gap in services for homeless Aboriginal people ever since Boomerang House closed 12 years ago.

NPS staff identified some initiatives they felt might make NPS more effective:

- establishment of an overnight shelter
- youth Worker position
- social Worker/ welfare worker position.

Future Opportunities:

- Frontline Outreach Officers take the view that NPS could potentially make more of a positive difference in the lives of Aboriginal people
- Frontline Outreach Officers feel the Aboriginal community would like the NPS to provide more community services beyond the provision of diversionary transport.
- Frontline Outreach Officers believe NPS could do more to actively promote the service and it’s role by better informing others about what the service does.
- Frontline Outreach Officers believe the service could have a bigger role and presence at community events like NAIDOC week.

Staff Development and Support:

- Introduction of a staff reward system was suggested to provide added incentive and acknowledgement of good performance.
- High staff turnover is an issue for the NPS.
- Some NPS staff have done some mental health training.
- Some staff believe their wages are low by comparison with some other positions outside NPS, but this perception would need to be confirmed by analysis of actual data on pay rates. [NB: I was subsequently advised that staff are paid in accordance with the relevant award and receive penalty rates for all non-regular shifts and weekend work.]
- It was suggested that some of the NPS vehicle fleet was not ideally suited to the task because it can be difficult to get intoxicated, disabled or incapacitated people in the vehicle.

Threats to NPS:

- Succession planning is seen as an issue with staff concerned about the risk that the CEO might leave thereby resulting in a loss of corporate knowledge, networks and potentially even funding partners.
- Sometimes other services have unrealistic expectations e.g. hospitals expect the NPS to track down absconding patients and some organisations expect the NPS to pick up and remove people who are being disorderly in and around their premises.
- Often clients seem to be just ‘hand passed around’ between agencies without any long-term resolution of their issues.
Partnerships:

- Staff feel that NPS has generally good relationships with business, Ruah, JAG, Mission Australia and the City of Vincent.
- Relationships with some Aboriginal organisations may not be as strong as they could be.
- It was suggested it would be good if NPS could provide a ‘one-stop-shop’ (holistic) service for young people. The way youth services work at present is seen as disjointed.
- Centrelink, Homewest and university students have all been out on patrols which helps to build relationships.
- Staff feel that sometimes the NPS gets blamed for things that are not its responsibility such as the behaviour of people on the street.
- Some staff feel DCP does not provide enough feedback to NPS regarding what’s happening with young people who are referred to it. There should be two-way accountability. It was suggested that in some cases NPS staff could be dealing with a ‘time bomb’ and not know it.
- There is a view that the lack of Aboriginal staff in some community organisations undermines their cultural competence and effectiveness.

Most Significant Change experienced by Staff:

- Several staff said they felt passionate about their work. A few said they had been ‘on the streets’ themselves at one time or another in their lives and they had developed the personal strength to pull themselves out of this situation. They were proud that now they helped others in a similar situation through their work with the NPS. Some staff said they are motivated by a strong team spirit amongst patrol staff, especially that which comes from sharing of their own stories and experiences. One said he was motivated in his work with young people by the recognition that “children are our future”.
- Some staff had been surprised by the extent of their own mental (psychological) toughness/capacity to deal with some of the really hard issues they confront on patrol. Some said they had developed a capacity to ‘switch off’ when they got home, perhaps an essential skill in this line of work.
- Some said that what they had observed on the streets since becoming a Frontline Outreach Officer had opened their eyes and made them wiser. However, others who had lived on the streets themselves, said they already knew what to expect.

Most Significant Change for Others:

NPS staff spoke about some of the changes they had observed in others as a result of their work:

- Some spoke of the experience of staying with heavily intoxicated people at risk and trying to keep them conscious until medical help arrived. “Sometimes weeks later people will come up to you and thank you for saving their life”. On occasions Frontline Outreach Officers had talked people out of self-harm and suicide. It was suggested that it is important to let people in this situation know that there is somebody out there who cares.
- One staff member gave the example of his brother who was now working in the mining industry. “It is a good feeling when you see people successfully come out of rehabilitation, get themselves straight and stay off the grog.”
- Sometimes previously homeless people thank Frontline Outreach Officers for helping them find accommodation.

Focus Group with External Stakeholders

A one hour Focus Group Meeting was held with the Integration Committee on 18 October 2011. There were ten members in attendance representing stakeholder agencies such as local government authorities, WAPS, Department of Corrective Services, DCP, Drug Arm WA, as well as NPS.

The group was asked to reflect on what ‘success’ might look like in a field such as patrol services? In summary the responses were as follows:

- The service can be regarded as successful when Aboriginal people on the street in need of help are seen to be assisted in some way.
- Success in this field is ultimately measured in terms of positive social outcomes that depend on the effectiveness of the whole sector, not just the work of any one organisation such as the NPS in isolation i.e. success requires an integrated multi-agency approach (place-based model).
- Both qualitative and quantitative performance measures are required to measure success.
- One indicator of success might be a trend decline in the number of ‘repeat’ cases i.e. instances where the same people are being picked up time and time again.
The focus group identified what they saw as the main strengths and specific achievements of the NPS.

- NPS has the cultural capacity to effectively engage and communicate with Aboriginal people at a street level. NPS often can identify individual young people, know who their families are and can talk easily with them. It was suggested that NPS may be the only agency with the understanding of values and cultural competence required to work effectively at a street level in Perth. Frontline Outreach Officers working at a street level treat Aboriginal people with respect. When Aboriginal people are in need of assistance they approach NPS for help in circumstances where they may have been reluctant to talk with the staff of other agencies.

- The work of the NPS helps Police to concentrate their limited resources on law and order priorities. The NPS can sometimes defuse volatile situations without the need for Police intervention. NPS has a strong and visible presence with up to 16 officers on patrol on the street at times. It is an effective crime prevention and diversion service that delivers a far better social outcome than the alternative of arrest and processing through the legal system. Where this occurs it results in a better use of overall resources. Police rely on NPS services more so than previously, particularly since they no longer have the same internal capacity to work with Aboriginal people at a street level as they once had following the loss of Aboriginal Police Liaison (APLO) positions. Information sharing between NPS Frontline Outreach Officers and Police occurs at Operational Meetings which are held every Monday at NPS. The point was made, however, that it is critical to community relations that the NPS retains the respect of the Aboriginal community and Patrol Officers are not wrongly perceived as Police informants.

- There is good local area coordination across services operating at a street level. NPS is an established and entrenched organisation with a good solid network. In particular City of Vincent Rangers and NPS patrols are working closely together in partnership. Strategies include participation of Council staff in cross-cultural education, ‘Verbal Judo’ training for rangers and promotion of the work of NPS on the City of Vincent website and in other ways. The City of Vincent and NPS have a partnership enshrined in an MOU. Good communication at briefings between NPS patrols and Police also reflect an established and effective working relationship, a framework within which they can work together. The NPS has demonstrated an ability to identify ‘hot spots’ and draw the attention of other agencies to them when their input is required.

- Frontline Outreach Officers serve as positive role models because they are professional, respectful, highly visible (in uniform with a recognisable logo) and have standing in the community. The work of the NPS can sometimes have a subtle, but nevertheless positive life changing, influence on individual people on the street that can be difficult to capture or measure in performance indicators.

- The NPS is an assertive outreach service, one of only a few services actually in the frontline working with people at risk on the streets of Perth and, arguably, one of only a handful of ‘culturally appropriate’ services. It is important to note that the NPS operates at times when most other services are closed. This is not a 9am – 5pm service. NPS has shown a capacity to adapt its services to the needs of its clients/ customers. It is an effective conduit to other community services for an Aboriginal clientele that generally has low levels of trust in most community services.

- The NPS adopts a community development approach to its work.

- Trust in, and the integrity of, the NPS are high.

- The NPS has achieved gender balance in its workforce, with half of the staff being women.

Members of the focus group identified what they saw as the main weaknesses of the NPS.

- Lack of funding is a constraint on the extension of services.

- NPS is caught up in a time consuming cycle of funding submissions to maintain its existing services.

- NPS is not funded for some of the services it provides e.g. the NPS is not funded to address issues at Wellington Square.

The following threats were identified.

- In this sector there can still be an essentially siloed approach to service delivery by some agencies. There is broad recognition that an integrated approach across agencies is necessary to make further progress in this sector. (NB: It is recognised that there is a need to maintain separation on some issues, such as when issues of client confidentiality are involved).

- The roll of the NPS is not always well understood or fully appreciated by other agencies or the general public. There is a need for a greater focus on marketing and promotion of the service and its achievements.

- There are not enough other culturally appropriate community services with demonstrated cultural competence. This creates gaps in the provision of community services in Perth that can undermine the effectiveness of the NPS’s work.
There is a chronic shortage of emergency accommodation for the homeless. There has been much advocacy in many forums to have this issue addressed: Homeless Forum, WALGA, Shelter WA, WACOSS, Members of Parliament and DCP local plans to address homelessness. More work remains to be done in this area.

Procedural restrictions (‘red tape’) can be a barrier to people accessing emergency accommodation easily. Some places, such as women’s shelter’s, will not accept people if they have been drinking. Other institutions will only accept people if they have been drinking e.g. sobering-up shelter. The frustration is that it seems that sometimes people picked up on the street are “either too drunk or not drunk enough.”

The NPS is the ‘go to’ body for many agencies and stakeholders in relation to street level issues, contributing to the risk of organisational overload as a result of unrealistic expectations of capacity.

The NPS works in a complex field within a difficult operational environment and it deals with ‘wicked problems’. Underlying societal level racism is one instance of the kind of underlying issue that may give rise to the need for this kind of service.

Some government policy measures, such as curfews and ‘crack downs’, may risk being counter-productive if they simply work to displace Aboriginal people from the streets of one location to another.

The demand for street level services seems likely to always outstrip supply and the available resources are unlikely to ever be adequate.

The focus group identified some future opportunities for the NPS.

- There is an opportunity for NPS to place greater emphasis on policy advocacy and have more input into planning issues. This expanded role would most likely require more human resources within NPS.
- NPS could explore the prospects of becoming an RTO, although its capacity to do so would appear to be limited in the short-term in the absence of additional human resources.
- There may be opportunities to strengthen the professional network between the NPS and other patrol services elsewhere so they can learn from each other, and promising diversionary strategies demonstrated to work effectively in other places might be shared and emulated.
- There is currently no linkage between NPS and the Department of Corrective Services. It was noted that both agencies share some of the same ‘customer’ base. Some people encountered on the street are on court orders or out on parole. It was suggested there may be value in exploring opportunities to develop a closer working relationship between NPS and the Department of Corrective Services.

Documentary Sources

This evaluation included a review of information and reports held by NPS extending back over the life span of the organisation. These included operational information, previous reports, the most recent audit report, funding agreements, strategic plans, business plans and various previous reports relevant to organisational and sector performance that are listed in the references section in the body of the main report. Taken together this provides a history of the programme dating back to programme inception. The evaluator did not have access to any individual personal files or records for ethical reasons relating to confidentiality.

Surveys

There were four questionairre surveys designed to generate additional data conducted in association with this evaluation. These were:

- An on-line survey of stakeholders within government
- An on-line survey of stakeholders in the not-for-profit community sector
- A survey of the business community conducted both on-line and administered in hard copy
- An internal survey of NPS staff, board members and consultants who have worked with NPS

The analysis of all survey results is at Appendix 1.

Invited Submissions

Information about the evaluation, including the terms of reference, was sent to key agencies with a stake in this evaluation. They were invited to provide written comments if they wished. There was one response received from the City of Bayswater addressing the terms of reference.
1.6 Analytical Method

The quality of any body of evidence is always variable. Its credibility, reliability, veracity, relevance and appropriateness has to be carefully weighed. Sometimes the evidence can be contradictory. For instance the views people express are not supported by the available weight of statistical and other documentary sources. Decision rules are a tool that can assist in determining what evidence is of sufficient weight to include and what to leave out of an evaluation. The practice in this evaluation has been to:

- only include a variable in the analysis if at least two sources stated that it was important, except where otherwise specifically stated
- always identify any instances where evidence is disputed or appears to be contradictory.

It cannot be assumed that all information is of sufficient quality to guide the future decisions and actions of the organisation. Indicators of data quality relied upon in this analysis include:

- plausibility i.e. the degree of fit between findings and pre-existing knowledge and expertise relevant to this field
- the extent to which information relied upon is known to originate from a trusted individual or organization with recognised expertise and professional reputation
- the extent to which information collected is embedded in the particular context of the evaluation, rather than being drawn, perhaps misleadingly, from another place and context
- independent validation of the finding by a reputable body, group or person.

Another analytical tool used in this study is a SWOT analysis to clearly identify and summarise the main strengths, weaknesses, threats and opportunities identified over the course of the evaluation.

Ethical Issues

This evaluation, like all work in Aboriginal contexts, does give rise to some ethical considerations. It is recognised there is scepticism and mistrust of much research in the Aboriginal community because of certain insensitive and exploitative processes that have occurred.

All who undertake evaluation work in Aboriginal contexts have a responsibility to be clear about how Aboriginal people might reasonably be expected to benefit from it. In this instance the benefits of this evaluation may take several forms:

- improvements to NPS to better meet staff and community needs
- greater awareness of programme achievements and challenges
- greater awareness of the service and its potential benefits within the organisation, the Aboriginal community, the not-for-profit sector, government and the wider public.
- possible extension of identified ‘best practice’ aspects of this service to other locations and services
- improved Aboriginal well-being achieved through greater adherence to recognised ‘best practice’
- a reduced burden of poor well-being placed on the Aboriginal community
- enhanced community safety.

Issues of cultural competence to conduct the study also necessarily arise in respect of this evaluation because in this instance the evaluation consultant is not an Aboriginal person. It will always be the case that every evaluator working across cultures runs the risk of misunderstanding by virtue of the fact that they are of a different culture. One strategy for reducing the risk of cultural blindness would have been to engage an Aboriginal person as a co-evaluator, however the small budget, scale and short time frame of this evaluation precluded this possibility.

In this case the risk may be somewhat reduced because the evaluator has: over three decades of continuous and direct experience working with Aboriginal people; extensive research and evaluation and related publication experience in Aboriginal contexts; has taught community development, policy, Indigenous research methodology and ethical practice at Curtin University. He is also an active member of the Australasian Evaluation Society and bound by its code of ethics.

Another ethical consideration is to ensure the protection of the confidentiality of staff and personal client information contained in the information systems maintained by NPS. The evaluator did not seek or have access to any such information.

The primary purpose of this evaluation is to inform NPS about how it may wish to improve its existing services. No commercialisation by the author is proposed. The final report will not be published or used for any purpose beyond the purposes of this evaluation without the explicit written approval of the NPS board.
Appendix 2: Analysis of Survey Data

2.1 Introduction
This Appendix analyses the results of questionnaire data designed specifically for the purpose of this evaluation. It is important to stress from the outset that a survey collects information about the perceptions and opinions of people. Not every view expressed is necessarily factually correct or supported by the evidence collected from other sources.

Separate surveys were conducted with four groups of stakeholders:
- government agencies and institutions
- not-for-profit agencies in the non-government community sector
- the commercial business community
- those internal to NPS.
Sections 1.3 – 1.6 below provide a separate discussion of the results of each of these surveys.

The following section brings much of the survey data together to present a composite overall picture and make some general findings. The collection of four different sets of survey data makes it possible to compare across different groups of stakeholders. For the most it was found that similar views were expressed across the all groups of stakeholders.

2.2 Comparison of Survey Results
The purpose of this section is to identify similarities and differences between the responses of the four groups surveyed. The surveys of the government and non-government agencies asked very similar questions, so this data is directly comparable and cumulative in most respects. Similarly the business community and the internal NPS data survey are similar and also directly comparable. To elicit responses the internal surveys of the NPS and of the business community were purposely designed to be much shorter than the other surveys. This limits the scope of comparability across all four sets of data.

The surveys asked respondents from the government and non-government sectors about the nature of their relationship with the NPS. Responses are summarised in Table 1.1 below. Of those who responded to the survey, 43.3% were from organisations that fund the NPS. Unsurprisingly most of these, but not all, were from within government. This funder-recipient relationship that the NPS has with these government agencies is an important point of difference from the nature of the relationships NPS has with other (mainly non-government) organisations. It is also the case that some of those surveyed from government agencies were also more likely to be involved in policy and planning activities relevant to the work of NPS.

There are, however, also similarities in NPS relationships that cut across any simplistic attempt to define a clear divide between the public sector and the community sector. Both government and non-government agencies are involved in providing some street level services that complement the work of the Patrol. Both sectors include agencies that take referrals from NPS. Further both sectors include some agencies that provide training or other services to NPS.
Table 2.1: Nature of Relationship with NPS

<table>
<thead>
<tr>
<th>Which of the following statements apply to your own organisation?</th>
<th>Government Stakeholders</th>
<th>Non-Government Stakeholders</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>We are a source of funding for the Nyoongar Patrol</td>
<td>12</td>
<td>1</td>
<td>13 (43.3%)</td>
</tr>
<tr>
<td>We provide street level services that complement the work of the Nyoongar Patrol</td>
<td>3</td>
<td>2</td>
<td>5 (16.6%)</td>
</tr>
<tr>
<td>We accept individual referrals from the Nyoongar Patrol</td>
<td>2</td>
<td>2</td>
<td>4 (13.3%)</td>
</tr>
<tr>
<td>We do policy and planning in related areas such as law and order, youth affairs or child protection</td>
<td>2</td>
<td>0</td>
<td>2 (6.6%)</td>
</tr>
<tr>
<td>We provide professional development or another service to the Nyoongar Patrol</td>
<td>1</td>
<td>1</td>
<td>2 (6.6%)</td>
</tr>
<tr>
<td>We are not really involved with the Nyoongar Patrol at all.</td>
<td>2</td>
<td>0</td>
<td>2 (6.6%)</td>
</tr>
<tr>
<td>Other</td>
<td>2</td>
<td>5</td>
<td>7 (23.3%)</td>
</tr>
<tr>
<td><strong>Total Respondents</strong></td>
<td><strong>21</strong></td>
<td><strong>9</strong></td>
<td><strong>30 (100%)</strong></td>
</tr>
</tbody>
</table>

Businesses surveyed were not asked to identify the kind of enterprise they were in, but they are known to have been many and varied, including take away food outlets and supermarkets. Similarly those who work with NPS were not asked about their role in the organisation, but it is known that most respondents were Frontline Outreach Officers. Board members, administrative staff and consultants were also surveyed, but the numbers were smaller.

All four groups of stakeholders surveyed believe NPS is a valuable community service. The views of government and non-government respondents are directly compared in Table 1.2 below.
Almost everyone who participated in the government and non-government surveys agreed that NPS works well in partnerships with other agencies and services, as summarized in Table 1.3 below. Members of all four groups surveyed commented favourably on the importance of, and the quality of, the relationships NPS has built with those it works alongside.

Table 2.3: Quality of Partnerships

<table>
<thead>
<tr>
<th>Do you think the Nyoongar Patrol works well in partnership with other agencies and services?</th>
<th>Government Stakeholders</th>
<th>Non-Government Stakeholders</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly Agree</td>
<td>11</td>
<td>4</td>
<td>15 (50%)</td>
</tr>
<tr>
<td>Agree</td>
<td>9</td>
<td>4</td>
<td>13 (43.3%)</td>
</tr>
<tr>
<td>Neutral</td>
<td>0</td>
<td>0</td>
<td>0 (0%)</td>
</tr>
<tr>
<td>Disagree</td>
<td>0</td>
<td>0</td>
<td>0 (0%)</td>
</tr>
<tr>
<td>Strongly Disagree</td>
<td>1</td>
<td>0</td>
<td>1 (3.3%)</td>
</tr>
<tr>
<td>Not Sure/ Don’t Know</td>
<td>0</td>
<td>1</td>
<td>1 (3.3%)</td>
</tr>
<tr>
<td>Total respondents</td>
<td>21</td>
<td>9</td>
<td>30 (100%)</td>
</tr>
</tbody>
</table>

Government and non-government agencies were asked to identify terminology that, in their view, best described the objectives of the Nyoongar Patrol. The responses from the government and non-government surveys are summarised in Table 1.4 below. This reveals similar results in both the government and non-government responses. The most favoured terms are:

- ‘community safety’
- ‘early intervention’
- ‘harm minimisation’
- ‘social support’.

One point of significant difference between stakeholders is that those in government are much more likely to see organisational objectives through the lens of ‘crime prevention’ than those in agencies in the non-government sector.

Less favoured terms to describe NPS organisational objectives are ‘advocacy’, ‘welfare service’ and ‘community policing’.
Table 2.4: Perceived Objectives of Nyoongar Patrol

<table>
<thead>
<tr>
<th>Which of the following words best describe the objectives of the Nyoongar Patrol in your opinion?</th>
<th>Government Stakeholders</th>
<th>Non-Government Stakeholders</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Community safety</td>
<td>16 (76.2%)</td>
<td>7 (77.7%)</td>
<td>23 (76.6%)</td>
</tr>
<tr>
<td>Early intervention</td>
<td>15 (71.4%)</td>
<td>7 (77.7%)</td>
<td>22 (73.3%)</td>
</tr>
<tr>
<td>Harm minimisation</td>
<td>13 (61.9%)</td>
<td>8 (88.8%)</td>
<td>21 (70.0%)</td>
</tr>
<tr>
<td>Social support</td>
<td>13 (61.9%)</td>
<td>7 (77.7%)</td>
<td>20 (66.6%)</td>
</tr>
<tr>
<td>Crime Prevention</td>
<td>12 (57.1%)</td>
<td>2 (22.2%)</td>
<td>14 (46.6%)</td>
</tr>
<tr>
<td>Advocacy</td>
<td>8 (38.1%)</td>
<td>5 (55.5%)</td>
<td>13 (43.3%)</td>
</tr>
<tr>
<td>Welfare service</td>
<td>8 (38.1%)</td>
<td>4 (44.4%)</td>
<td>12 (40.0%)</td>
</tr>
<tr>
<td>Community policing</td>
<td>5 (23.8%)</td>
<td>2 (22.2%)</td>
<td>7 (23.3%)</td>
</tr>
<tr>
<td>Other</td>
<td>0 (0%)</td>
<td>0 (0%)</td>
<td>0 (0%)</td>
</tr>
<tr>
<td>Not sure/ Don’t know</td>
<td>0 (0%)</td>
<td>0 (0%)</td>
<td>0 (0%)</td>
</tr>
<tr>
<td>Total Respondents</td>
<td>21 (100%)</td>
<td>9 (100%)</td>
<td>30 (100%)</td>
</tr>
</tbody>
</table>

All four groups of stakeholders surveyed were asked to identify what they thought should be the main activities of NPS. Their responses are summarised in Table 1.5 below. The results reveal strong across the board support for the organisation to continue its core business activities of:

- maintaining a visible street presence
- communicating with Aboriginal people on the street
- escorting and transporting people to a safe place
- referring people to other agencies and community services.

Many of those surveyed also thought conflict mediation, liaison and rapport with the business community, advocacy on behalf of individual clients and having input into policy and planning were activities the Patrol should continue to undertake. This is affirming for the role the NPS is already playing.

The survey of government and non-government stakeholders asked respondents to identify NPS achievements, as summarised in Table 1.6 below. The following are the five main ones that were identified:

- maintaining good relationships with other agencies and services
- reducing Aboriginal community contact with the law and justice system
- defusing volatile situations without the need for Police or other street level intervention
- helping the homeless
- maintaining good relationships with the business community.
### Table 2.6: Main Achievements

<table>
<thead>
<tr>
<th>What do you see as the main achievements of the Nyoongar Patrol?</th>
<th>Government Stakeholders</th>
<th>Non-Government Stakeholders</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Maintaining good relationships with other agencies and services</td>
<td>18</td>
<td>9</td>
<td>27 (90.0%)</td>
</tr>
<tr>
<td>Reducing Aboriginal community contact with the law and justice system</td>
<td>19</td>
<td>7</td>
<td>26 (86.6%)</td>
</tr>
<tr>
<td>Defusing volatile situations without the need for Police or other street level intervention</td>
<td>19</td>
<td>7</td>
<td>26 (86.6%)</td>
</tr>
<tr>
<td>Helping the homeless</td>
<td>16</td>
<td>7</td>
<td>23 (76.6%)</td>
</tr>
<tr>
<td>Maintaining good relationships with the business community</td>
<td>15</td>
<td>7</td>
<td>22 (73.3%)</td>
</tr>
<tr>
<td>Attracting Aboriginal community support</td>
<td>15</td>
<td>5</td>
<td>20 (66.6%)</td>
</tr>
<tr>
<td>Providing employment and training opportunities for Aboriginal people</td>
<td>14</td>
<td>4</td>
<td>18 (60.0%)</td>
</tr>
<tr>
<td>Reputation for professionalism, good governance and sound management</td>
<td>13</td>
<td>5</td>
<td>18 (60.0%)</td>
</tr>
<tr>
<td>Standard and timeliness of reporting, grant acquittal and accountability</td>
<td>6</td>
<td>2</td>
<td>8 (26.6%)</td>
</tr>
<tr>
<td>Other</td>
<td>0</td>
<td>0</td>
<td>0 (0%)</td>
</tr>
<tr>
<td>No achievements</td>
<td>0</td>
<td>0</td>
<td>0 (0%)</td>
</tr>
<tr>
<td>Don't Know</td>
<td>0</td>
<td>0</td>
<td>0 (0%)</td>
</tr>
<tr>
<td>Total Respondents</td>
<td>21</td>
<td>9</td>
<td>30 (100%)</td>
</tr>
</tbody>
</table>

Respondents to the government and non-government surveys were also asked to identify what they saw as the main challenges facing NPS. Responses are summarized in Table 1.7 below. Most of the challenges identified can be grouped in three broad categories: the quality of relationships between the NPS and others, the capacity of the service, and the capacity of other services that work with it.

Overwhelmingly the main specific challenge identified is the need for NPS to secure adequate funding sources. Many within the NPS also raised this issue when surveyed. It does not, however, appear to figure so much in the thinking of the business community. Nevertheless, the latter does have expectations of expanding patrol services.

A majority of survey responses also identified an additional five other issues as challenges facing NPS:
- limited authority of patrols
- failure of commonwealth, state and local government to agree roles and responsibilities
- lack of capacity of some community services that work with NPS
- lack of mainstream community support
- quality of relationships between services.
Table 2.7: Main Challenges

<table>
<thead>
<tr>
<th>What do you see as the main challenges facing the Nyoongar Patrol?</th>
<th>Government Stakeholders</th>
<th>Non-Government Stakeholders</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Attracting required funding</td>
<td>17</td>
<td>7</td>
<td>24 (80.0%)</td>
</tr>
<tr>
<td>Limited authority of patrols</td>
<td>11</td>
<td>6</td>
<td>17 (56.6%)</td>
</tr>
<tr>
<td>Failure of commonwealth, state and local government to agree roles and responsibilities</td>
<td>11</td>
<td>5</td>
<td>16 (53.3%)</td>
</tr>
<tr>
<td>Lack of capacity of some community services that work with the Nyoongar Patrol</td>
<td>10</td>
<td>6</td>
<td>16 (53.3%)</td>
</tr>
<tr>
<td>Lack of mainstream community support</td>
<td>11</td>
<td>4</td>
<td>15 (50.0%)</td>
</tr>
<tr>
<td>Quality of relationships between services</td>
<td>11</td>
<td>4</td>
<td>15 (50.0%)</td>
</tr>
<tr>
<td>Lack of Aboriginal community support</td>
<td>13</td>
<td>1</td>
<td>14 (46.6%)</td>
</tr>
<tr>
<td>Role is not well understood</td>
<td>9</td>
<td>5</td>
<td>14 (46.6%)</td>
</tr>
<tr>
<td>Lack of staff</td>
<td>10</td>
<td>3</td>
<td>13 (43.3%)</td>
</tr>
<tr>
<td>Gaps in services</td>
<td>8</td>
<td>4</td>
<td>12 (40.0%)</td>
</tr>
<tr>
<td>Lack of infrastructure and equipment</td>
<td>6</td>
<td>3</td>
<td>9 (30.0%)</td>
</tr>
<tr>
<td>Other</td>
<td>0</td>
<td>0</td>
<td>0 (0%)</td>
</tr>
<tr>
<td>Not sure/ Don't know</td>
<td>0</td>
<td>0</td>
<td>0 (0%)</td>
</tr>
<tr>
<td>Total Responses</td>
<td>21</td>
<td>9</td>
<td>30 (100%)</td>
</tr>
</tbody>
</table>

Government and non-government stakeholder groups were asked to identify what they saw as the main activities of NPS. In priority order these are transporting people, referral, street-level communication, maintaining a visible presence, conflict mediation and liaison and rapport with the business community. Responses are summarised in Table 1.18 – 1 below:
Survey respondents in all four surveys were asked to identify the kind of street level incidents in which they felt the NPS should become involved. The results are summarised in Table 1.9 below. There is across the board majority support for the NPS becoming involved in incidents such as:

- children and youth at risk/child protection
- homelessness/people sleeping rough
- street drinking
- arguing and yelling in the street
- fighting/violent incidents in the street
- communication difficulties between Aboriginal and non-Aboriginal people.

There was less support for the NPS becoming involved in incidents such as truancy, substance abuse, graffiti, street gangs and people/vehicles acting suspiciously. This may be because these issues are seen as the primary responsibility of agencies such as the Police and substance abuse services. It is also noted that the business community is more likely than other stakeholder groups to want patrols involved in sorting out incidents involving street drinking, street gangs and graffiti.

It is also noted there appears to be a range of different individual views on when a patrol should get involved and when it shouldn’t, both within and across stakeholder groups.

### Table 2.8: Activities of NPS

<table>
<thead>
<tr>
<th>What do you think should be the main activities of the Nyoongar Patrol?</th>
<th>Government Stakeholders</th>
<th>Non-Government Stakeholders</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Escorting/transporting people to a safe place</td>
<td>17</td>
<td>8</td>
<td>25 (83.3%)</td>
</tr>
<tr>
<td>Referral to other agencies and community services</td>
<td>16</td>
<td>8</td>
<td>24 (80.0%)</td>
</tr>
<tr>
<td>Communication with Aboriginal people on the street</td>
<td>18</td>
<td>6</td>
<td>24 (80.0%)</td>
</tr>
<tr>
<td>Maintaining a visible street presence</td>
<td>15</td>
<td>7</td>
<td>22 (73.3%)</td>
</tr>
<tr>
<td>Conflict mediation</td>
<td>13</td>
<td>6</td>
<td>19 (63.3%)</td>
</tr>
<tr>
<td>Liaison and rapport with the business community</td>
<td>14</td>
<td>5</td>
<td>19 (63.3%)</td>
</tr>
<tr>
<td>Advocacy on behalf of individual clients</td>
<td>10</td>
<td>6</td>
<td>16 (53.3%)</td>
</tr>
<tr>
<td>Having input into policy and planning</td>
<td>9</td>
<td>7</td>
<td>16 (53.3%)</td>
</tr>
<tr>
<td>Diverting young people to sport and recreation services</td>
<td>8</td>
<td>5</td>
<td>13 (43.3%)</td>
</tr>
<tr>
<td>Policy advocacy</td>
<td>8</td>
<td>3</td>
<td>11 (36.6%)</td>
</tr>
<tr>
<td>Other</td>
<td>1</td>
<td>1</td>
<td>2 (6.6%)</td>
</tr>
<tr>
<td>Don’t know/Not sure</td>
<td>0</td>
<td>0</td>
<td>0 (0%)</td>
</tr>
<tr>
<td>Total Respondents</td>
<td>21</td>
<td>9</td>
<td>30 (100%)</td>
</tr>
</tbody>
</table>
Table 2.9: Incidents requiring Patrol Involvement

In what kind of incidents should the Nyoongar Patrol become involved or assist in some way in your opinion.

<table>
<thead>
<tr>
<th>Government Stakeholders</th>
<th>Non-Government Stakeholders</th>
<th>Business Community</th>
<th>(interim – pending City of Fremantle results)</th>
<th>Nyoongar Patrol</th>
<th>Total (interim – pending City of Fremantle results)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Children and youth at risk/child protection</td>
<td>19 (90.4%)</td>
<td>9 (100%)</td>
<td>27 (84.3%)</td>
<td>21 (84.0%)</td>
<td>76</td>
</tr>
<tr>
<td>Homelessness/People sleeping rough</td>
<td>19 (90.4%)</td>
<td>7 (77.7%)</td>
<td>28 (87.5%)</td>
<td>23 (92.0%)</td>
<td>77</td>
</tr>
<tr>
<td>Street drinking</td>
<td>15 (71.4%)</td>
<td>7 (77.7%)</td>
<td>26 (81.2%)</td>
<td>19 (76.0%)</td>
<td>67</td>
</tr>
<tr>
<td>Arguing and yelling in the street</td>
<td>19 (90.4%)</td>
<td>6 (66.6%)</td>
<td>24 (75.0%)</td>
<td>15 (60.0%)</td>
<td>64</td>
</tr>
<tr>
<td>Fighting/Violent incidents in the street</td>
<td>19 (90.4%)</td>
<td>5 (55.5%)</td>
<td>25 (78.1%)</td>
<td>13 (52.0%)</td>
<td>62</td>
</tr>
<tr>
<td>Communication difficulties between Aboriginal and non-Aboriginal people</td>
<td>16 (76.2%)</td>
<td>7 (77.7%)</td>
<td>18 (56.3%)</td>
<td>17 (68.0%)</td>
<td>58</td>
</tr>
<tr>
<td>Substance abuse</td>
<td>10 (47.6%)</td>
<td>3 (33.3%)</td>
<td>24 (75%)</td>
<td>15 (60.0%)</td>
<td>52</td>
</tr>
<tr>
<td>Truancy</td>
<td>11 (52.3%)</td>
<td>8 (88.8%)</td>
<td>19 (59.3%)</td>
<td>12 (48.0%)</td>
<td>50</td>
</tr>
<tr>
<td>Graffiti</td>
<td>7 (33.3%)</td>
<td>4 (44.4%)</td>
<td>18 (56.2%)</td>
<td>7 (28.0%)</td>
<td>36</td>
</tr>
<tr>
<td>Street gangs</td>
<td>5 (23.8%)</td>
<td>3 (33.3%)</td>
<td>24 (75.0%)</td>
<td>10 (40.0%)</td>
<td>42</td>
</tr>
<tr>
<td>Other</td>
<td>7 (33.3%)</td>
<td>1 (11.1%)</td>
<td>1 (3.1%)</td>
<td>0 (0%)</td>
<td>9</td>
</tr>
<tr>
<td>Not sure/Don’t Know</td>
<td>0 (0%)</td>
<td>0 (90%)</td>
<td>0 (0%)</td>
<td>0 (0%)</td>
<td>0 (0%)</td>
</tr>
<tr>
<td>Total Respondents</td>
<td>21 (100%)</td>
<td>9 (100%)</td>
<td>32 (100%)</td>
<td>25 (100%)</td>
<td>30 (100%)</td>
</tr>
</tbody>
</table>

Respondents to the government and non-government survey were asked to identify issues or activities they would like to see NPS become more closely involved with in the future. The results are summarised in Table 1.10 below.

The strongest support was for expansion of patrol services into new areas in Perth, increasing the hours of operation of existing patrols and a night shelter for the homeless. A majority of respondents also support NPS involvement with the ‘Young People in Northbridge’ policy and planning issues, initiatives to divert youth to sport and recreation services, the establishment of a Nyoongar cultural precinct and efforts to build a closer relationship between the NPS and local government authorities.

There was less support for the suggestion that the NPS might become involved in youth case management and counselling or that it offer professional advice to patrols operating elsewhere.
Table 2.10: Future Issues and Activities

<table>
<thead>
<tr>
<th>Issue</th>
<th>Government Stakeholders</th>
<th>Non-Government Stakeholders</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Are there issues or activities you would like to see the Nyoongar Patrol become more closely involved with in the future?</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Expansion of patrol services to new areas in Perth.</td>
<td>14 (66.6%)</td>
<td>8 (88.8%)</td>
<td>22 (73.3%)</td>
</tr>
<tr>
<td>Increasing hours of service operation</td>
<td>14 (66.6%)</td>
<td>6 (66.6%)</td>
<td>20 (66.6%)</td>
</tr>
<tr>
<td>Managing a night shelter for the homeless</td>
<td>11 (52.4%)</td>
<td>8 (88.8%)</td>
<td>19 (63.3%)</td>
</tr>
<tr>
<td>‘Young People in Northbridge’ policy and planning issues</td>
<td>10 (47.6%)</td>
<td>6 (66.6%)</td>
<td>16 (53.3%)</td>
</tr>
<tr>
<td>Diversion of youth to sport and recreation services</td>
<td>12 (57.1%)</td>
<td>4 (44.4%)</td>
<td>16 (53.3%)</td>
</tr>
<tr>
<td>Building a closer relationship with local government</td>
<td>12 (57.1%)</td>
<td>3 (33.3%)</td>
<td>15 (50.0%)</td>
</tr>
<tr>
<td>Advocating for the establishment of a Nyoongar cultural precinct</td>
<td>9 (42.8%)</td>
<td>6 (66.6%)</td>
<td>15 (50.0%)</td>
</tr>
<tr>
<td>Involvement in youth case management and counselling</td>
<td>8 (38.1%)</td>
<td>4 (44.4%)</td>
<td>12 (40.0%)</td>
</tr>
<tr>
<td>Advising the work of patrols in other areas of the state</td>
<td>6 (28.6%)</td>
<td>1 (11.1%)</td>
<td>7 (23.3%)</td>
</tr>
<tr>
<td>Other</td>
<td>0 (0%)</td>
<td>0 (0%)</td>
<td>0 (0%)</td>
</tr>
<tr>
<td>Not sure/ Don’t know</td>
<td>1 (4.8%)</td>
<td>0 (0%)</td>
<td>1 (3.3%)</td>
</tr>
<tr>
<td>Total Respondents</td>
<td>21 (100%)</td>
<td>9 (100%)</td>
<td>30 (100%)</td>
</tr>
</tbody>
</table>
2.2 Analysis of Responses of Government Stakeholders

This on-line survey, developed using the ‘Survey Monkey’ instrument, was sent to 79 people within government who have involvement with NPS. There were 21 responses. The overall response rate was (26.6%).

Those surveyed included representatives of commonwealth, state and local government agencies. A majority (57.1%) of respondents said they worked for an agency that was a source of funding for NPS. Some, however, had other kinds of relationships with the NPS such as providing a complementary street level service (14.3%), taking referrals from NPS (9.5%), or undertaking policy and planning work in a related area (9.5%). Some government stakeholders have a direct interest in having public assets, such as parks and cemeteries, patrolled and protected to allow safe public use. A few of those surveyed had interactions or dealings with the NPS from time to time, but they were not directly involved in service delivery. An example being some local Members of Parliament in electorates where patrols operates.

All but one of those who responded to the government survey agreed that overall NPS is a beneficial community service (90.5% strongly agreed, 4.8% agreed and 4.8% strongly disagreed). One respondent observed “What other service is out there providing support and an alternative, other than police response, than Nyoongar Patrol?”

All but one felt the ‘Nyoongar Patrol works well in partnerships with other agencies and services (52.4% strongly agreed, 42.9% agreed and 4.8% strongly disagreed). There were favourable written comments about the relationship NPS has established with other agencies. The evidence suggests this is a particular strength of the organization. “The relationships that have been built up with other agencies is exceptional and is one of the primary reasons for their success. The management is always ready to discuss options, to deal with problems and their approachability makes this a relatively easy task.”

“What working proactively with local law enforcement assisting Police in developing reducing strategies in respect of anti-social behaviour and crime issues.”

“Excellent close and working collaboration with the City of Vincent, WA Police and others.”

Respondents to the government survey were asked to identify which terminology they felt best described the objectives of NPS. The most favoured terms are:

- ‘community safety’ (76.2%)
- ‘early intervention’ (71.4%)
- ‘harm minimisation’ (61.9%)
- ‘social support’ (61.9%).

The less favoured descriptions of organisational objectives were ‘crime prevention’ (57.1%), ‘advocacy’ (38.9%), ‘welfare service’ (38.9%) and ‘community policing’ (23.8%).

Those who answered the survey were asked to identify what they saw as the main achievements of NPS. The main ones identified by those within government are

- ‘reducing Aboriginal community contact with the law and justice system’ (90.5%)
- ‘defusing volatile situations without the need for police or other street level intervention’ (90.5%).
- ‘maintaining good relationships with other agencies and services’ (85.7%)
- ‘helping the homeless’ (76.2%)
- ‘attracting Aboriginal community support’ (71.4%)
- ‘maintaining good relationships with the business community’ (71.4%).

Less frequently identified achievements included: the provision of employment and training opportunities for Aboriginal people; the organisation’s reputation for professionalism, good governance and sound management; and, the standard and timeliness of reporting, grant acquittal and accountability. It may be that some are not aware of the performance of NPS in some of these areas, particularly where the relationship is not of a funding nature. One respondent wrote: “Some of these areas I can’t comment on due to a lack of knowledge.”
Respondents were asked to identify what they saw as the main challenges facing NPS. A majority identified ‘funding’ (80.1%). One respondent summed up: “I see continually attracting funding to maintain and improve the service as the main challenge.” A number of other challenges were also identified:

- ‘lack of Aboriginal community support’ (61.9%)
- ‘limited authority of patrols’ (52.4%)
- ‘lack of mainstream community support’ (52.4%)
- ‘quality of relationships between services’ (52.4%).

Others challenges identified less frequently by respondents from within government were the lack of capacity of some community services that work with NPS, inadequate staffing of NPS, a failure of some stakeholders to understand the role of the service, identified gaps in services and a lack of infrastructure and equipment.

Some respondents chose to elaborate on the issue of gaps in service provision by other agencies in their written comments, one suggesting NPS was “working in isolation as the only assertive outreach culturally appropriate service provider”. The same respondent felt “there needs to be other culturally appropriate services to complement Nyoongar Patrol services and act as referral points too.” One felt the work of NPS in endeavouring to keep at risk people safe was held back by procedures and ‘red tape’ “where other agencies/service providers are putting up barriers with stringent criteria that precludes access of at risk people.”

The prevailing view is that NPS manages to do good works despite the challenges. One respondent said it “continues to work with the most vulnerable and difficult clientele and still find solutions.” Another commented “The lack of capacity in other services makes the task of the Patrol more difficult, [but] they have become quite adept at finding ‘work-around’ solutions, which benefit everyone.” Similarly another respondent wrote that NPS has “good strategies in place”.

Some commented on the relationship between NPS and other stakeholders. One respondent felt “Lack of ‘ownership’ of the patrol at local levels by government” was an issue. While some did felt the role of NPS was not well understood, others were not so sure that this is the nub of the problem. “I believe that the patrol's role is quite well understood, but they provide an easy target for other agencies to use as scapegoats!” One respondent felt there was scope for business to be more supportive of the work of the patrol.

“I believe that the business community are not receptive to approaches by the Patrol. While the patrol provides a service which assists the businesses, there is little acknowledgement of their efforts and successes.”

Survey respondents from within government were asked to identify the kind of incidents out on the street where they felt NPS should get involved. The strongest support related to incidents involving issues of:

- ‘homelessness/people sleeping rough’ (90.5%)
- ‘children and youth at risk/ child protection’ (90.5%)
- ‘arguing and yelling in the street’ (90.5%).
- ‘communication difficulties between Aboriginal and non- Aboriginal people’ (76.2%)
- ‘street drinking’ (71.4%)’
- ‘self-harm or risk of self-harm’ (66.6%).

There was less support for patrols getting involved in incidents that might be considered the primary responsibility of other agencies such as the Police or the Department of Education. These included fighting and violent incidents in the streets (61.9%), truancy (52.4%), substance abuse (47.6%), graffiti (33.3%), people and vehicles acting suspiciously (33.3%) and street gangs (23.8%). One respondent explained:

“I believe that the Nyoongar Patrol should remain an ‘outreach’ service. Suspicious vehicles/people are a Police matter.”

Respondents were asked to identify issues or activities they would like to see NPS become more closely involved with in the future. The strongest support was for the ‘expansion of patrol services to new areas in Perth’ (66.6%) and ‘increasing hours of service operation’ (66.6%). There was also slim majority support for ‘building a closer relationship with local government’, ‘diversion of youth to sport and recreation services’ and ‘managing a night shelter for the homeless’ (52.4%).
There was less support for NPS involvement in ‘Young People in Northbridge policy and planning issues’ (47.6%), ‘advocating for the establishment of a Nyoongar cultural precinct’ (42.9%), ‘involvement in youth case management and counselling’ (38.1%) and ‘advising the work of patrols in other areas of the state’ (28.6%). In written comments one respondent felt NPS should be the mouthpiece for Aboriginal interests wherever there are “any issues which may require a further response by government agencies or other advocacy services.”

Finally those within government were asked for their views on what improvements might make the NPS a better service. In the main suggestions focused on the need for secure more funding and resources to enable services to be extended.

“Increase the funding and infrastructure so that the Noongar Patrol can operate as a community resource in the metro region.”

“Give it more money and longer contracts.”

“More money, more support, more contactable, and a permanent localised presence.”

“I believe that there has been an abrogation of the State Government’s responsibility toward community safety and crime prevention. The Patrol is looked upon as a ‘cure-all’ remedy, by all Agencies, but the funding is very limited. The State Government is responsible for most of the services provided by the Nyoongar Patrol, but the funding is totally inadequate. While the patrol enjoys ‘grass-roots’ support from Police, local government, DIA, etc, the adequacy of appropriate funding to operate effectively, is severely deficient and, because the patrol is unable to fund many worthwhile projects and programmes, this makes them easy prey to blame for problems. What is needed is for the State Government to provide adequate resources and funding to allow them to meet the expectations of the community.”

Some respondents want to see services expanded in the future, but one stakeholder qualified this suggesting consolidation ahead of expansion.

“Increase hours of service operation and expand services throughout Perth Metro.”

“Patrols in Vincent on weekends.”

“I think the patrol needs to be bolstered and refined before expanding services.”

Some see a need for more staff training and development to build the capacity of NPS.

“I think that the workers should have safety training as the police officers do [as] they are putting themselves at risk, but they are doing a good job, from the heart.”

“Availability of more training, especially in interpersonal skills.”

“Better funding and training of their staff to deal with the problems being encountered.”

A couple of survey respondents pointed to what they saw as a need to strengthen the capacity of some other services and the effectiveness of the overall policy and coordination framework.

“Make available appropriate end services to support the diverse work of the patrol (e.g. housing, shelter).”

“Synchronise DCP and NGO youth services/child safety to link in more effectively with first response incidents 24/7 e.g. safe place to take children when home unattended or known to be a place of risk.”

One respondent would like to see the NPS actively advocating and garnering multi-agency support for the establishment of a “safe place” where Aboriginal people can meet and from which they might be referred to other specialized services. The same respondent noted that at present some agencies provide services that overlap those of NPS in that they serve many of the same clientele.

Finally two respondents suggested NPS devote more attention to promoting its achievements.

“Increase visibility and publish positive results to enhance perception.”

“Better branding - logo to go with the new premises and herald a bold new era for Nyoongar Patrol!”
2.3 Survey of Non-Government Agencies

The survey of community-based organisations in the not-for-profit non-government sector was sent to 39 people, all of whom are involved with the work of NPS in some way. There were 9 responses, a response rate of just 23.1%.

The organisations represented have an array of different kinds of relationships with NPS. They included agencies from both the Aboriginal and non-Aboriginal community sector. They included agencies involved with accommodation issues, homelessness, employment and training services and health. Some had a horizontal relationship, providing street level services that complement the work of NPS. Others had a vertical relationship, accepting individual referrals for more specialised services and support from NPS. One was a source of revenue for NPS. Another provided NPS with professional development and training support services.

All who responded to the survey ‘strongly agreed’ with the statement that overall NPS is a beneficial community service, without exception (100%). There was also agreement that the ‘Nyoongar Patrol works well in partnerships with other agencies and services’. In total 44.4% ‘strongly agreed’ and a further 44.4% ‘agreed’, with just one respondent being unsure.

Survey respondents were asked to identify which terminology they felt best described the objectives of NPS. A majority favoured terms such as:

- ‘harm minimisation’ (88.9%)
- ‘community safety’ (77.8%)
- ‘social support’ (77.8%)
- ‘early intervention’ (77.8%).


The survey asked respondents to identify what they saw as the main achievements of NPS. The main ones identified are:

- ‘maintaining good relationships with other agencies and services’ (100%)
- ‘helping the homeless’ (77.8%)
- ‘defusing volatile situations without the need for police or other street level intervention’ (77.8%)
- ‘reducing Aboriginal community contact with the law and justice system’ (77.8%),
- ‘maintaining good relationships with the business community’ (77.8%).

Less frequently identified achievements were ‘attracting Aboriginal community support’ (55.6%), ‘sound governance’ (55.6%) and ‘management of the service’ (55.6%), ‘reputation for professionalism’ (44.4%), ‘providing employment and training opportunities for Aboriginal people’ and ‘standard and timeliness of reporting, grant acquittal and accountability’ (22.2%). It may be the case that achievements in some of these areas are not widely known in the non-government sector.

Respondents were asked to identify what they saw as the main challenges facing NPS. Most identified a need to attract more funding (77.8%). Other challenges identified by a majority of respondents were:

- ‘limited power and authority of patrols’ (66.7%)
- ‘lack of capacity of some community services that work with the Nyoongar Patrol’ (66.7%)
- ‘disagreement of commonwealth, state and local government about roles and responsibilities’ (55.6%)
- ‘role is not well understood’ (55.6%).

Some other challenges identified by a minority of respondents were: ‘gaps in services’ (44.4%), ‘lack of mainstream community support’ (44.4%) and ‘quality of relationships between services’ (44.4%). A few pointed to some lack of organisational capacity within NPS, specifically lack of staff (33%) and lack of infrastructure and equipment (33.3%). Only one respondent (11.1%) felt there was a ‘lack of Aboriginal community support’ for NPS.

The non-government sector was asked what they thought should be the main activities of NPS. There is very strong support for the organisation being involved in the following two activities:

- ‘ escorting/transporting people to a safe place’ (88.9%)
- ‘referral to other agencies and community services’ (88.9%).
The majority also believe NPS should be involved in activities: such as ‘maintaining a visible street presence’ (71.4%), ‘having input into policy and planning’ (%), ‘communication with Aboriginal people on the street’ (66.7%), ‘advocacy on behalf of individual clients’ (66.7%), ‘conflict mediation’ (66.7%), ‘liaison and rapport with the business community’ (55.6%) and ‘diverting young people to sport and recreation services’ (55.6%).

Only a minority of respondents saw ‘policy advocacy’ as a role NPS should carry out (33.3%).

Respondents were asked about the kind of street level incidents in NPS should be involved. There was total (100%) support for the patrol being involved in incidents that involve children and youth at risk and child protection issues. There was also strong support for NPS becoming involved in incidents of self-harm (88.9%), homelessness/people sleeping rough (77.8%), street drinking (77.8%) and substance abuse (77.8%), and arguing and yelling in the street (66.7%).

There was less support for NPS becoming involved in incidents that might be considered the primary responsibility of other agencies, such as the Police or the Department of Education. These included ‘fighting/violent incidents in the streets’ (55.6%), ‘truancy’ (44.4%), ‘street gangs’ (33.3%), ‘graffiti’ (33.3%) and ‘people/vehicles acting suspiciously’ (11.1%).

Respondents were asked to identify issues or activities they would like to see NPS become more closely involved with in the future. There was strong support for ‘managing a night shelter for the homeless’ (88.9%) and ‘expansion of patrol services to new areas in Perth’ (88.8%). A majority of respondents also supported ‘increasing hours of service operation’ (66.7%), being at the decision-making table in discussions about ‘Young People in Northbridge policy and planning issues’ (66.7%) and ‘advocating for the establishment of a Nyoongar cultural precinct’ (66.7%).

A minority of survey responses thought NPS might focus more on ‘involvement in youth case management and counselling’ (44.4%), ‘diversion of youth to sport and recreation services’ (44.4%) and ‘advising the work of patrols in other areas of the state’ (11.1%).

Finally respondents were asked for their views on what might enhance the effectiveness of NPS. Most commented on the opportunities to build the capacity of the organisation and its officers. One wanted “more admin staff to support the CEO”, a second saw a need to “increase funding and resources”, a third felt more Aboriginal people should be employed including “medical staff to help people with substance abuse problems” and a fourth wanted to “expand working hours”. One respondent felt consideration should be given to affording Patrol Officers “similar powers to Police” and recognizing them as “a Public Officer in order for assaults against them to be adequately dealt with in the judicial system”.

Two respondents saw opportunities to foster greater inter-agency collaboration:
“Improve/build relationships with other agencies so that they can be better informed about the role of the Nyoongar Patrol and working in partnership can improve.”
“Develop an ‘Interagency Day’ between the Patrol people (not just management) and workers in the other service agencies.”

Finally one felt there were opportunities for the Nyoongar Patrol to demystify its role and promote its achievements:
“Have an education programme via media advertisements (TV, Radio, Newspapers, etc) on how the Nyoongar Patrol helps people and how it is providing a very worthwhile service.”
2.4 Survey of Business Community

A total of thirty eight people from the business community of Perth were surveyed as part of this evaluation. For analytical purposes this survey has been segmented into four parts: two one focussed on Fremantle, one on the businesses operating near the northern rail corridor (a new area of operation for NPS) and a fourth concerned with business attitudes elsewhere in the Perth Metropolitan area.

Frontline Outreach Officers distributed this survey in hard copy to members of the Perth business community during their patrols. Each completed survey form was placed in a sealed envelope provided, collected by Officers and returned to the evaluation consultant unopened. This process ensured confidentiality. After this process was completed the City of Fremantle also offered to distribute surveys on-line to the business community of Fremantle using its business contact data base.

Members of the business community were asked for their overall impression of NPS. The results are summarized in Table 1.12 below. These results suggest the business community in general believes that NPS provides a valuable community service. However, some in the business community are critical, especially some surveyed by the City of Fremantle. One respondent was critical of the NPS for not improving law and order: “This organisation is a toothless tiger ... I have seen no difference in the outrageous behaviour of the people they represent, if anything it is getting worse.”

### Table 2.12: Overall View of Nyoongar Patrol

<table>
<thead>
<tr>
<th>Do you think the Nyoongar Patrol helps the Community?</th>
<th>Fremantle Responses collected by NPS</th>
<th>Fremantle Responses collected by City of Fremantle</th>
<th>Northern Corridor</th>
<th>Other</th>
<th>Total Business Community</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>5 (100%)</td>
<td>6 (100%)</td>
<td>16 (76.2%)</td>
<td>29 (76.3%)</td>
<td></td>
</tr>
<tr>
<td>No</td>
<td>0</td>
<td>0 (0%)</td>
<td>1 (4.8%)</td>
<td>3 (7.9%)</td>
<td></td>
</tr>
<tr>
<td>Not sure</td>
<td>0</td>
<td>0 (0%)</td>
<td>4 (19.0%)</td>
<td>6 (15.8%)</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>5 (100%)</td>
<td>6 (100%)</td>
<td>21 (100%)</td>
<td>38 (100%)</td>
<td></td>
</tr>
</tbody>
</table>

Businesses responses reveal general satisfaction with the services provided by NPS as summarized in Table 1.13 below, although some individuals do still need to be convinced.

### Table 2.13: Level of Satisfaction with Service

<table>
<thead>
<tr>
<th>How satisfied are you with the work the Nyoongar Patrol is doing?</th>
<th>City of Fremantle Responses collected by NPS</th>
<th>Fremantle Responses collected by City of Fremantle</th>
<th>Northern Corridor</th>
<th>Other</th>
<th>Total Business Community</th>
</tr>
</thead>
<tbody>
<tr>
<td>Very satisfied</td>
<td>3 (60.0%)</td>
<td>4 (66.6%)</td>
<td>8 (38.1%)</td>
<td>15 (39.5%)</td>
<td></td>
</tr>
<tr>
<td>Satisfied</td>
<td>2 (40.0%)</td>
<td>1 (4.8%)</td>
<td>7 (33.3%)</td>
<td>10 (26.3%)</td>
<td></td>
</tr>
<tr>
<td>Just OK</td>
<td>0 (0%)</td>
<td>1 (4.8%)</td>
<td>2 (9.5%)</td>
<td>5 (13.2%)</td>
<td></td>
</tr>
<tr>
<td>Not satisfied</td>
<td>2 (33.3%)</td>
<td>0 (0%)</td>
<td>0 (0%)</td>
<td>2 (5.3%)</td>
<td></td>
</tr>
<tr>
<td>Very unsatisfied</td>
<td>2 (33.3%)</td>
<td>0 (0%)</td>
<td>0 (0%)</td>
<td>2 (5.3%)</td>
<td></td>
</tr>
<tr>
<td>Not sure</td>
<td>0 (0%)</td>
<td>0 (0%)</td>
<td>4 (19.0%)</td>
<td>4 (10.6%)</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>5 (100%)</td>
<td>6 (100%)</td>
<td>21 (100%)</td>
<td>38 (100%)</td>
<td></td>
</tr>
</tbody>
</table>
The business community was asked what they felt were activities NPS should undertake. The survey results are summarized in Table 1.14 below. This indicates strong support for the core business activities that the organisation is already conducting: street patrols, face-to-face communication, transporting people to safety, and working in partnership with and referral to other services. There is also considerable support for a case management and counseling model in response to youth issues.

Table 2.14: Nyoongar Patrol Activities

<table>
<thead>
<tr>
<th>What things do you think the Nyoongar Patrol should be doing?</th>
<th>Fremantle Responses collected by NPS</th>
<th>Fremantle Responses collected by City of Fremantle</th>
<th>Northern Corridor</th>
<th>Other Metropolitan Areas</th>
<th>Total Business Community</th>
</tr>
</thead>
<tbody>
<tr>
<td>Street patrols</td>
<td>4 (80.0%)</td>
<td>5 (83.3%)</td>
<td>5 (83.3%)</td>
<td>19 (90.5%)</td>
<td>33 (86.8%)</td>
</tr>
<tr>
<td>Working side-by-side with other community services</td>
<td>5 (100%)</td>
<td>4 (66.6%)</td>
<td>5 (83.3%)</td>
<td>17 (80.9%)</td>
<td>31 (81.6%)</td>
</tr>
<tr>
<td>Communicating with Aboriginal people on the street.</td>
<td>4 (80.0%)</td>
<td>3 (50.0%)</td>
<td>4 (66.6%)</td>
<td>18 (85.7%)</td>
<td>29 (76.3%)</td>
</tr>
<tr>
<td>Referring people who need help to other services</td>
<td>4 (80.0%)</td>
<td>2 (33.3%)</td>
<td>6 (100%)</td>
<td>17 (80.9%)</td>
<td>29 (76.3%)</td>
</tr>
<tr>
<td>Case management and counseling of young people in trouble</td>
<td>5 (100%)</td>
<td>3 (50.0%)</td>
<td>5 (83.3%)</td>
<td>15 (71.4%)</td>
<td>28 (73.7%)</td>
</tr>
<tr>
<td>Maintaining a visible street presence</td>
<td>3 (60.0%)</td>
<td>6 (100%)</td>
<td>6 (100%)</td>
<td>13 (61.9%)</td>
<td>28 (73.7%)</td>
</tr>
<tr>
<td>Transporting people to a safe place</td>
<td>2 (40.0%)</td>
<td>4 (66.6%)</td>
<td>5 (83.3%)</td>
<td>16 (76.2%)</td>
<td>27 (71.1%)</td>
</tr>
<tr>
<td>Calming down arguments and mediating disputes</td>
<td>3 (60.0%)</td>
<td>5 (83.3%)</td>
<td>5 (83.3%)</td>
<td>14 (66.6%)</td>
<td>27 (71.1%)</td>
</tr>
<tr>
<td>Helping the homeless</td>
<td>3 (60.0%)</td>
<td>3 (50.0%)</td>
<td>5 (83.3%)</td>
<td>15 (71.4%)</td>
<td>26 (68.4%)</td>
</tr>
<tr>
<td>Employing and training Aboriginal people</td>
<td>5 (100%)</td>
<td>2 (33.3%)</td>
<td>4 (66.6%)</td>
<td>13 (61.9%)</td>
<td>24 (63.2%)</td>
</tr>
<tr>
<td>Having a say on policy and planning</td>
<td>5 (100%)</td>
<td>3 (50.0%)</td>
<td>3 (50.0%)</td>
<td>12 (57.1%)</td>
<td>23 (60.5%)</td>
</tr>
<tr>
<td>Helping patrols to work well in other places</td>
<td>4 (80.0%)</td>
<td>3 (50.0%)</td>
<td>4 (66.6%)</td>
<td>11 (52.3%)</td>
<td>22 (57.9%)</td>
</tr>
<tr>
<td>Running a homeless centre</td>
<td>2 (40.0%)</td>
<td>2 (33.3%)</td>
<td>5 (83.3%)</td>
<td>13 (61.9%)</td>
<td>21 (55.3%)</td>
</tr>
<tr>
<td>Sport and recreation for young people</td>
<td>3 (60.0%)</td>
<td>3 (50.0%)</td>
<td>3 (50.0%)</td>
<td>11 (52.3%)</td>
<td>20 (52.6%)</td>
</tr>
<tr>
<td>Getting to know the business community</td>
<td>1 (20.0%)</td>
<td>2 (33.3%)</td>
<td>3 (50.0%)</td>
<td>12 (57.1%)</td>
<td>18 (47.3%)</td>
</tr>
<tr>
<td>Advocating for people</td>
<td>3 (50.0%)</td>
<td>3 (50.0%)</td>
<td>4 (66.6%)</td>
<td>8 (38.1%)</td>
<td>18 (47.4%)</td>
</tr>
<tr>
<td>Other</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Responding to call outs (1)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Work with local security services (1)</td>
<td>0 (0%)</td>
<td>1 (16.6%)</td>
<td>0 (0%)</td>
<td>2 (9.5%)</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>5 (100%)</td>
<td>6 (100%)</td>
<td>6 (100%)</td>
<td>21 (100%)</td>
<td>38 (100%)</td>
</tr>
</tbody>
</table>
The business community was also asked to identify the kind of incidents they NPS should respond to. The results are shown in Table 1.15 below. According to the business community the main incidents requiring NPS engagement are homelessness, self-harm and street drinking. There is also a desire to have a range of anti-social behaviours in public places addressed such as street drinking, public displays of anger and aggression, fighting, substance abuse, truancy and gang culture.

Table 2.15: Incidents Requiring Involvement of Nyoongar Patrol

<table>
<thead>
<tr>
<th>In your opinion should the Nyoongar Patrol get involved if Aboriginal people in public places are...</th>
<th>Fremantle Responses collected by NPS</th>
<th>Fremantle Responses collected by City of Fremantle</th>
<th>Northern Corridor</th>
<th>Elsewhere</th>
<th>Total Business Community (Awaiting responses from City of Fremantle)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Homelessness/ sleeping rough</td>
<td>4 (80%)</td>
<td>5 (83.3%)</td>
<td>6 (100%)</td>
<td>18 (85.7%)</td>
<td>33 (86.8%)</td>
</tr>
<tr>
<td>In danger of harming themselves</td>
<td>5 (100%)</td>
<td>4 (66.6%)</td>
<td>6 (100%)</td>
<td>17 (80.9%)</td>
<td>32 (84.2%)</td>
</tr>
<tr>
<td>Children and youth who are at risk</td>
<td>4 (80%)</td>
<td>4 (66.6%)</td>
<td>5 (83.3%)</td>
<td>18 (85.7%)</td>
<td>31 (81.6%)</td>
</tr>
<tr>
<td>Street drinking</td>
<td>5 (100%)</td>
<td>5 (83.3%)</td>
<td>5 (83.3%)</td>
<td>16 (76.2%)</td>
<td>31 (81.6%)</td>
</tr>
<tr>
<td>Fighting and violent incidents in the street</td>
<td>4 (80%)</td>
<td>4 (66.6%)</td>
<td>6 (100%)</td>
<td>15 (71.4%)</td>
<td>29 (76.3%)</td>
</tr>
<tr>
<td>Sniffing</td>
<td>4 (80%)</td>
<td>6 (100%)</td>
<td>4 (66.6%)</td>
<td>16 (76.2%)</td>
<td>30 (78.9%)</td>
</tr>
<tr>
<td>Hanging out in gangs</td>
<td>4 (80%)</td>
<td>5 (83.3%)</td>
<td>5 (83.3%)</td>
<td>15 (71.4%)</td>
<td>29 (76.3%)</td>
</tr>
<tr>
<td>Angry or arguing and yelling in the street</td>
<td>5 (100%)</td>
<td>4 (66.6%)</td>
<td>6 (100%)</td>
<td>13 (61.9%)</td>
<td>28 (73.7%)</td>
</tr>
<tr>
<td>Wagging School (Truancy)</td>
<td>3 (60%)</td>
<td>5 (83.3%)</td>
<td>3 (50.0%)</td>
<td>13 (61.9%)</td>
<td>24 (63.2%)</td>
</tr>
<tr>
<td>Doing graffiti</td>
<td>3 (60%)</td>
<td>5 (83.3%)</td>
<td>4 (66.6%)</td>
<td>11 (52.4%)</td>
<td>23 (60.5%)</td>
</tr>
<tr>
<td>Having trouble making themselves understood</td>
<td>4 (80%)</td>
<td>3 (50.0%)</td>
<td>4 (66.6%)</td>
<td>10 (47.6%)</td>
<td>21 (55.2%)</td>
</tr>
<tr>
<td>Other</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Where Aboriginal people are asking public for money</td>
<td>0 (0%)</td>
<td>1 (16.6%)</td>
<td>0 (0%)</td>
<td>1 (4.8%)</td>
<td>2 (5.2%)</td>
</tr>
<tr>
<td>Not sure/Don’t Know</td>
<td>0 (0%)</td>
<td>0 (0%)</td>
<td>0 (0%)</td>
<td>(0%)</td>
<td>0 (0%)</td>
</tr>
<tr>
<td>Total Respondents</td>
<td>5 (100%)</td>
<td>6 (100%)</td>
<td>6 (100%)</td>
<td>21 (100%)</td>
<td>38 (100%)</td>
</tr>
</tbody>
</table>
Finally the business community was invited to make suggestions about how to improve NPS. The main suggestion was that services be extended and have more of a visible presence.

“Work on Sundays.” (other Metropolitan Areas)

“There is a need for them on Sundays and Thursday nights.” (other Metropolitan Areas)

“They should be around more and often. Also let patrons know they are around and come to see if they have had any trouble. Just so all us patrons feel safe when there is trouble.” (other Metropolitan Areas)

“Don’t see them often, rarely see patrols.” (other Metropolitan Areas)

Some businesses pointed to specific locations that they would like to see more closely patrolled.

“We have a lot of people sniffing paint, drinking next door to the Salvation Army. It is almost every night there are arguments. It would feel a lot safer if someone was to attend and help them to find somewhere more appropriate.” (Other Metropolitan Areas)

“I would like to see more patrols and especially within shopping centres where youth spend a lot of time away from school and parental supervision.” (Other Metropolitan Areas)

“Patrol the bus stop and park”. (Fremantle)

“More of a presence in Gosnells area. More days and hours, later on late night Thursdays.” (Other Metropolitan Areas)

Few appear to have reflected much on where the resources to extend services might come from. Only one respondent expressed the view that more funding was required: “Definitely more government funding” (Northern Corridor).

One respondent felt the authority of Frontline Outreach Officers could be increased: “Give them control to help anyone in need.” Another from Fremantle felt the distribution of food vouchers might help the situation of some people there. Finally a respondent in the Northern Corridor highlighted a need for more detoxification facilities.

One respondent felt patrols could develop a closer relationship and communicate more with businesses: “Get to know the businesses in the area and make sure they know who you are and what you do” (other Metropolitan areas). One would like to see a closer relationship with security services: “Speak with local security to gain vital information.” Another felt patrols could be more responsive: “Answer calls when rung, not say we are not in your area, have mobiles turned on so can answer calls.” The comments of some suggest they may be unaware NPS can already assist Aboriginal people to return to rural and remote communities throughout WA in order to keep them out of harms way.

“Provide free transport or costs to help those in need to return to homelands.” (other Metropolitan Areas)

“Most important is to find out where to send these people.” (Fremantle)

Some in the business community had high praise for the work of patrols.

“I think they are doing a good job already.” (Northern corridor)

“They have solved our problems with Aboriginals being under the influence of drug and alcohol by taking them home, as the Police don’t necessarily turn up when called.” (other Metropolitan Areas)

“Keep up the great work.” (other Metropolitan Areas)

“Guys are doing a good job.” (other Metropolitan Areas)

“Keep up the good work guys.” (Fremantle).
2.5 Internal Survey of Noongar Patrol Staff

An internal survey was sent to 35 staff, board members and a few consultants who have worked with NPS. There were 25 responses, a response rate of 71%. The high response rate in this case is attributable to the fact that most respondents (21) were hand delivered hard copies of the form. On completion the hard copy survey forms were returned to the consultant in personally sealed envelopes. Four others completed the survey on-line using the Survey Monkey tool, but most Frontline Outreach Officers are not on-line and could not do this.

All 25 respondents felt NPS was beneficial to the local community and most indicated satisfaction with the work the service is doing, as summarized in Table 1.16 below.

### Table 2.16: Satisfaction with Noongar Patrol

<table>
<thead>
<tr>
<th>How satisfied are you with the work the Noongar Patrol is doing?</th>
<th>Internal Survey</th>
</tr>
</thead>
<tbody>
<tr>
<td>Very satisfied</td>
<td>10 (40.0%)</td>
</tr>
<tr>
<td>Satisfied</td>
<td>13 (52.0%)</td>
</tr>
<tr>
<td>Just OK</td>
<td>0 (0%)</td>
</tr>
<tr>
<td>Not satisfied</td>
<td>0 (0%)</td>
</tr>
<tr>
<td>Very unsatisfied</td>
<td>0 (0%)</td>
</tr>
<tr>
<td>Not sure</td>
<td>2 (8.0%)</td>
</tr>
<tr>
<td>Total</td>
<td>25 (100%)</td>
</tr>
</tbody>
</table>

Those who work on the inside of NPS were asked about the kind of activities they felt patrols should be undertaking. The results are summarized below in Table 1.17. These results show there is support for NPS continuing to focus on its current core business of street patrols, face-to-face street level communication with Aboriginal people, transporting people to safety, aiding the homeless, working in partnership with others in the sector and referring people in harms way to relevant community support services.

### Table 2.17: Activities Noongar Patrol Should be Doing

<table>
<thead>
<tr>
<th>What things do you think the Noongar patrol should be doing?</th>
<th>Internal Survey</th>
</tr>
</thead>
<tbody>
<tr>
<td>Working side-by-side with other community services</td>
<td>21 (84.0%)</td>
</tr>
<tr>
<td>Street patrols</td>
<td>20 (80.0%)</td>
</tr>
<tr>
<td>Communicating with Aboriginal people on the street</td>
<td>20 (80.0%)</td>
</tr>
<tr>
<td>Transporting people to a safe place</td>
<td>20 (80.0%)</td>
</tr>
<tr>
<td>Maintaining a visible street presence</td>
<td>20 (80.0%)</td>
</tr>
<tr>
<td>Referring people who need help to other services</td>
<td>19 (76.0%)</td>
</tr>
<tr>
<td>Helping the homeless</td>
<td>18 (72.0%)</td>
</tr>
<tr>
<td>Helping patrols to work well in other places</td>
<td>18 (72.0%)</td>
</tr>
<tr>
<td>Calming down arguments and mediating disputes</td>
<td>15 (60.0%)</td>
</tr>
<tr>
<td>Case management and counseling of young people in trouble</td>
<td>15 (60.0%)</td>
</tr>
<tr>
<td>Advocating for people</td>
<td>14 (56.0%)</td>
</tr>
<tr>
<td>Employing and training Aboriginal people</td>
<td>13 (52.0%)</td>
</tr>
<tr>
<td>Getting to know the business community</td>
<td>12 (48.0%)</td>
</tr>
<tr>
<td>Sport and recreation for young people</td>
<td>11 (44.0%)</td>
</tr>
<tr>
<td>Having a say on policy and planning</td>
<td>11 (44.0%)</td>
</tr>
<tr>
<td>Running a homeless centre</td>
<td>11 (44.0%)</td>
</tr>
<tr>
<td>Other</td>
<td>1 (4.0%)</td>
</tr>
<tr>
<td>Total</td>
<td>25 (100%)</td>
</tr>
</tbody>
</table>
Those who work with NPS were asked their views about what kind of street level incidents should attract the attention of the patrols, as summarized in Table 1.18 below. The prevailing view is that patrols should get involved in issues of homelessness, children and youth at risk, in situations where people are in danger of harming themselves, and where people are street drinking or being a public nuisance. There is less support for patrols getting involved in incidents that might be considered the primary responsibility of other agencies, such as those involving violence or a criminal offence.

Table 2.18: Incidents Where Patrols Should Be Involved

<table>
<thead>
<tr>
<th>In your opinion should the Nyoongar Patrol get involved if Aboriginal people in public places are ...</th>
<th>Internal Opinion</th>
</tr>
</thead>
<tbody>
<tr>
<td>Homelessness/ sleeping rough</td>
<td>23 (92.0%)</td>
</tr>
<tr>
<td>Children and youth who are at risk</td>
<td>21 (84.0%)</td>
</tr>
<tr>
<td>In danger of harming themselves</td>
<td>20 (80.0%)</td>
</tr>
<tr>
<td>Street drinking</td>
<td>19 (76.0%)</td>
</tr>
<tr>
<td>Having trouble making themselves understood</td>
<td>17 (68.0%)</td>
</tr>
<tr>
<td>Angry or arguing and yelling in the street</td>
<td>15 (60.0%)</td>
</tr>
<tr>
<td>Sniffing</td>
<td>15 (60.0%)</td>
</tr>
<tr>
<td>Fighting and being violent incidents in the street</td>
<td>13 (52.0%)</td>
</tr>
<tr>
<td>Wagging School (Truancy)</td>
<td>12 (48.0%)</td>
</tr>
<tr>
<td>Hanging out in gangs</td>
<td>10 (40.0%)</td>
</tr>
<tr>
<td>Doing graffiti</td>
<td>7 (28.0%)</td>
</tr>
<tr>
<td>Other</td>
<td>0 (0%)</td>
</tr>
<tr>
<td>Not sure/Don't Know</td>
<td>0 (0%)</td>
</tr>
<tr>
<td>Total Respondents</td>
<td>25 (100%)</td>
</tr>
</tbody>
</table>

The internal survey asked how well NPS looks after the interests of its staff and supports the work of board members. Most see NPS as a supportive organization, as summarised in the results presented in Table 1.19 below. In written comments, however, one respondent felt there could be more “support and encouragement” by members of patrol teams for each other.

Table 2.19: Organisational Support

<table>
<thead>
<tr>
<th>How well do you think the Nyoongar Patrol looks after the interests of its staff and supports the work of its board members?</th>
<th>Internal Survey</th>
</tr>
</thead>
<tbody>
<tr>
<td>Very well</td>
<td>9 (36.0%)</td>
</tr>
<tr>
<td>Well</td>
<td>10 (40.0%)</td>
</tr>
<tr>
<td>Just OK</td>
<td>1 (4.0%)</td>
</tr>
<tr>
<td>Poorly</td>
<td>0 (0%)</td>
</tr>
<tr>
<td>Very Poorly</td>
<td>1 (4.0%)</td>
</tr>
<tr>
<td>Not Sure</td>
<td>3 (12.0%)</td>
</tr>
<tr>
<td>No Response</td>
<td>1 (4.0%)</td>
</tr>
<tr>
<td>Total</td>
<td>25 (100%)</td>
</tr>
</tbody>
</table>
The internal survey gave respondents the opportunity to suggest possible improvements to NPS. Ten took up the opportunity to do so. One respondent raised the organizational funding issue, suggesting there ought to be “more help from the government”. Four respondents saw opportunities to expand the services offered by NPS and to increase the authority of its officers.

“Like to see Nyoongar Patrol run their own night shelter.”

“A youth service run by Nyoongar Patrol for Indigenous kids with youth mentorship and home visit follow up.”

“Be allowed to follow up on kids and all agencies to take NP more seriously as NP have hands on experience with all Aboriginal issues.”

“I think Nyoongar Patrol should have some type of statutory power when dealing with clients.”

Finally some respondents took the opportunity to praise NPS:

“Just started working here … am impressed by the patrollers and communication with other organisations.”

“Keep up the great work.”

“I think the Patrol is great as it is, but changes can also be great.”

---

Appendix 3: Acronyms and Abbreviations

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>AAC</td>
<td>Aboriginal Advancement Council</td>
</tr>
<tr>
<td>AJA</td>
<td>Aboriginal Justice Agreement</td>
</tr>
<tr>
<td>CDEP</td>
<td>Community Development Employment Project</td>
</tr>
<tr>
<td>CEO</td>
<td>Chief Executive Officer</td>
</tr>
<tr>
<td>Crisis Care</td>
<td>This is an information and counselling service for people in crisis who need urgent help. Crisis Care is a branch of DCP.</td>
</tr>
<tr>
<td>DAO</td>
<td>Drug and Alcohol Office</td>
</tr>
<tr>
<td>DCP</td>
<td>Department of Child Protection</td>
</tr>
<tr>
<td>DEEWR</td>
<td>Department of Education, Employment and Workplace Relations</td>
</tr>
<tr>
<td>DHA</td>
<td>Department of Health and Aging</td>
</tr>
<tr>
<td>JAG</td>
<td>Western Australian Juvenile Police Aide Group is a small section within WAPS specialising in juvenile issues.</td>
</tr>
<tr>
<td>NAIDOC</td>
<td>National Aboriginal and Islander Day Observance Committee celebrations are held in July.</td>
</tr>
<tr>
<td>NPS</td>
<td>Nyoongar Patrol Systems Inc/ Nyoongar Patrol Outreach Service</td>
</tr>
<tr>
<td>TAFE</td>
<td>Technical and Further Education</td>
</tr>
<tr>
<td>WAPS</td>
<td>Western Australian Police Service</td>
</tr>
</tbody>
</table>
## Appendix 4: Definition of Terms

<table>
<thead>
<tr>
<th>Term/ Concept</th>
<th>Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td>Aboriginal</td>
<td>Someone who chooses to identify as an Aboriginal person and is accepted as such in the community in which they live.</td>
</tr>
<tr>
<td>Abuse</td>
<td>A pattern of relationship behaviour where physical violence and/or emotional coercion is used to gain or maintain power and control.</td>
</tr>
<tr>
<td>Accreditation</td>
<td>The act of granting credit and credentials by a training or educational institution. Accreditation means that a trainee or student has demonstrated a suitable standard of learning or competence.</td>
</tr>
<tr>
<td>Best Practice</td>
<td>An ideal ‘world class’ way of working against which practitioners in a particular field can assess their own performance in a process of continuous improvement. Best practice may relate to quality, cost, innovation, flexibility and timeliness. Best practice is about understanding what works best for whom and in what circumstances. It is a process of drawing from a range of credible and relevant evidence, and adapting this appropriately to particular contexts and programmes.</td>
</tr>
<tr>
<td>Capacity</td>
<td>The knowledge, skills, understandings, abilities, confidence, commitment, values, relationships, behaviours, motivations, resources and environmental conditions that enable an individual or organisation to carry out functions and achieve objectives.</td>
</tr>
<tr>
<td>Capacity Building</td>
<td>An approach to development that is focussed on building capacity for independent decision, action and self-governance. Capacity building is about increasing the commitment, confidence, motivation and ability of people and maintaining constructive relationships in order to address concerns, particularly problems that arise out of issues of social inequity and exclusion.</td>
</tr>
<tr>
<td>Coaching</td>
<td>This is a method of training or instructing a person or group to do a specific task, achieve an objective or develop certain specific skills. The process involves the coach demonstrating and then closely monitoring the performance of a skill or task and giving feedback on how to improve. This cycle may be repeated many times until competence is demonstrated.</td>
</tr>
<tr>
<td>Community</td>
<td>A social unit comprised of people with common rights and interests located within a larger society.</td>
</tr>
<tr>
<td>Community Development</td>
<td>An approach to working with community that aims to both involve the members in dealing with issues and to increase capacity to deal with future issues.</td>
</tr>
<tr>
<td>Culturally appropriate</td>
<td>Activities and programmes that take account of the practices, beliefs, values and attitudes of a particular social group so that the acceptability, accessibility and meaningfulness of services may be improved.</td>
</tr>
<tr>
<td>Cultural competence</td>
<td>‘Cultural competence’ can be understood as a set of behaviours, attitudes and policies employed by an organisation and amongst its employees to enable them to work effectively in cross-cultural situations. A person or organisation that is culturally competent has the capacity to appreciate and value diversity and understand the impact of cultural factors on the personal and professional lives of employees.</td>
</tr>
<tr>
<td>Cultural security</td>
<td>An ideal environment in which no one is afforded a less favourable outcome simply because they hold a different cultural outlook. The achievement of cultural security requires a respectful and responsive approach to service provision and relationships.</td>
</tr>
<tr>
<td>Early Intervention</td>
<td>An approach to service delivery characterised by action in the early stages of a condition. An intervention may be an initiative, programme, project or strategy.</td>
</tr>
</tbody>
</table>
## Evidence-based

An approach to policy-making, planning, decision-making and action based on the best available:

- **data**
- **knowledge about local needs and aspirations**
- **recognised good practice about what works and what does not**
- **the integration of local experience with the best available external expertise**
- **synthesis of all relevant information drawn from multiple sources**
- **appropriate translation of the evidence to new situations (in terms of implementation environments and participant characteristics)**

## Terms

<table>
<thead>
<tr>
<th>Term</th>
<th>Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Evidence-based</strong></td>
<td>An approach to policy-making, planning, decision-making and action based on the best available: data, knowledge about local needs and aspirations, recognised good practice about what works and what does not, the integration of local experience with the best available external expertise, synthesis of all relevant information drawn from multiple sources, appropriate translation of the evidence to new situations (in terms of implementation environments and participant characteristics).</td>
</tr>
<tr>
<td><strong>Family violence</strong></td>
<td>Family violence involves the use of force, physical or non-physical, to control another family member.</td>
</tr>
<tr>
<td><strong>Forum</strong></td>
<td>A meeting of people gathered to address, discuss or resolve a common issue.</td>
</tr>
<tr>
<td><strong>Governance</strong></td>
<td>Governance is concerned with the institutional capacity to make sound decisions that contribute to social, cultural or economic development. It is about the way in which a society formally structures decision-making and distributes authority and rights to achieve this. The concept encompasses the structures and institutions that guide individual, group and organisational behaviour. It is about how decisions are made and carried out and how different members of the community are included in the making, implementation and communication of those decisions.</td>
</tr>
<tr>
<td><strong>Life Goals</strong></td>
<td>The challenges one sets for oneself.</td>
</tr>
<tr>
<td><strong>Logic</strong></td>
<td>A way of reasoning that reveals the structure of propositions and the relationship between activities, elements, objects and events.</td>
</tr>
<tr>
<td><strong>Long term outcome</strong></td>
<td>Results that may be realistically achievable in a time frame extending beyond ten years.</td>
</tr>
<tr>
<td><strong>Mentor</strong></td>
<td>Someone who assists the development of an individual. This may be a formal or an informal relationship. The role of mentor has many dimensions: protector, role model, knowledge resource, advocate, peer pal, 'go to' person, career sponsor and patron. See also 'workplace mentor' below.</td>
</tr>
<tr>
<td><strong>Mentoring</strong></td>
<td>The process of assisting the development of another person to assist personal and/or workplace development. Mentoring is a way in which people with greater experience help those (often of another generation) with less. The role of mentor is often grounded in a personal and enduring relationship between mentor and mentee.</td>
</tr>
<tr>
<td><strong>Model</strong></td>
<td>A representation of the processes underlying a phenomenon.</td>
</tr>
<tr>
<td><strong>Motivation</strong></td>
<td>The drive and energy required to achieve life goals.</td>
</tr>
<tr>
<td><strong>Outcome</strong></td>
<td>Any intended or unintended result of a policy intervention (i.e. initiative, programme, project or strategy).</td>
</tr>
<tr>
<td><strong>Output</strong></td>
<td>The products or services produced by a programme.</td>
</tr>
<tr>
<td><strong>Partnership</strong></td>
<td>A long-term commitment, mutual support, working together, joint initiatives, resource pooling, sharing and co-funding.</td>
</tr>
<tr>
<td>Situational Crime Prevention Model</td>
<td>An approach that simultaneously seeks to address underlying causal factors operating at four levels:</td>
</tr>
<tr>
<td>-----------------------------------</td>
<td>--------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td></td>
<td>1. Immediate risk factors such as ensuring children and youth don’t go unsupervised in public places</td>
</tr>
<tr>
<td></td>
<td>2. Systemic factors such as use of policies and practices that are effective in keeping young people away from risks</td>
</tr>
<tr>
<td></td>
<td>3. Identifying and being aware of the triggers likely to ‘set people off’ to engage in disruptive behaviour or crime and avoiding them</td>
</tr>
<tr>
<td></td>
<td>4. Societal wide factors such as restricting the ease of access to alcohol and ensuring that community services and support are made more accessible.</td>
</tr>
<tr>
<td>Social Inclusion</td>
<td>To be socially included is to have the capacity to access services and secure education and employment. The socially included are connected to others through family, friends, work and community. They also show resilience when crises hit such as ill health, bereavement and job loss.</td>
</tr>
<tr>
<td>Program Logic</td>
<td>An explicit theory or model of how an intervention (a project, programme, policy or strategy) contributes to intended or observed outcomes. It has two aspects:</td>
</tr>
<tr>
<td></td>
<td>• theory of change about the causal mechanisms by which change occurs</td>
</tr>
<tr>
<td></td>
<td>• intervention theory about what the programme does to activate those mechanisms.</td>
</tr>
<tr>
<td>Project</td>
<td>A set of closely related activities directed towards shared objectives.</td>
</tr>
<tr>
<td>Sustainable Service</td>
<td>A programme that is able to ‘hold up’ and meet its own needs by drawing upon its own capacities (e.g. local knowledge, skills, experience and resources), rather than being reliant upon the on-going provision of external assistance.</td>
</tr>
<tr>
<td>Theory</td>
<td>An integrated set of propositions that serve to explain a phenomenon.</td>
</tr>
<tr>
<td>Tools</td>
<td>Methods or means to an end.</td>
</tr>
<tr>
<td>Training Needs Analysis</td>
<td>A diagnostic tool that provides specific information on what is expected from training and what participants need to learn. The aim is to ensure that training addresses the most relevant issues efficiently.</td>
</tr>
<tr>
<td>Trauma</td>
<td>An event or situation such as an accident or violence that causes great distress, life disruption, serious shock, grief and/or psychological injury. Trauma poses a lasting danger to the psychological development of a person, sometimes leading to neurosis.</td>
</tr>
<tr>
<td>Violence</td>
<td>Physical behaviour that results in physical harm and/or sexual assault and/or psychological damage and/or forced social isolation and/or economic deprivation and/or behaviour which leaves another person in fear.</td>
</tr>
<tr>
<td>Work-life Balance</td>
<td>Ensuring appropriate attention is paid to achieving personal fulfilment and desirable outcomes in all areas of life: work, career, spiritual, cultural, social, health, personal behaviour, recreation, education and training, finance, fitness and relationships. In an Aboriginal context this means understanding that employees need to balance community and extended family obligations alongside work responsibilities.</td>
</tr>
<tr>
<td>Workplace mentor</td>
<td>Workplace mentoring can be an effective means of providing employees with a range of valued support:</td>
</tr>
<tr>
<td></td>
<td>• emotional support (e.g. listening, debriefing, shared concern)</td>
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<td></td>
<td>• appraisal support (e.g. affirmation, feedback)</td>
</tr>
<tr>
<td></td>
<td>• information support (e.g. advice, guidance, knowledge)</td>
</tr>
<tr>
<td></td>
<td>• instrumental support (e.g. access to resources)</td>
</tr>
<tr>
<td></td>
<td>• cultural support (e.g. affirming cultural identity, cultural security)</td>
</tr>
<tr>
<td></td>
<td>• life skills development (e.g. wisdom, advice on family issues, money management/ personal budgeting).</td>
</tr>
</tbody>
</table>
Appendix 5: Professional Disclaimer

This evaluation report was prepared at the request of Nyoongar Patrol Systems Inc.

John Scougall Consulting Services takes no responsibility for the way in which any organisation or individual may choose to use or implement any findings and/or recommendations made in this report. Findings and/or recommendations made are largely based on judgment and opinion after consultation with NPS staff and other stakeholders, and an examination of documents provided to the consultant.

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