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Report by Les Bulluss - 2010 Churchill Fellow

To research culturally appropriate Indigenous community policing models - USA, Canada

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Leslie (Les) John Bulluss                     Date: 29/12/2010
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Executive Summary

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Project: To research culturally appropriate Indigenous community policing models - USA, Canada

The challenges of policing remote indigenous communities with an effective and sustainable model have challenged the Queensland Police Service (QPS) and government for many years. The longest running program is the local government Community Police Officer (CPO) system, which allows councils to employ CPO’s to enforce bylaws, ensure public order and provide operational support to members of the QPS. The legislation covering community policing also allows councils to delegate fire fighting and ambulance duties to CPO’s, however this use is rare. Mainland Queensland communities are serviced by QPS sworn officers, Police Liaison Officers and in some cases CPO’s. The variation to this model is the Torres Strait and Northern Peninsular Area, where 22 remote island or mainland communities are initially serviced by CPO’s, with state police travelling from larger centres.

Regardless, all Queensland Aboriginal or Indigenous Regional Councils have been quite vocal in the fact they cannot afford to continue the CPO’s beyond this financial year and serious support is required to enable the program to continue. Ancillary to this is the difficulty the Queensland Fire and Rescue Service (QFRS) and the Queensland Ambulance Service (QAS) have in attracting volunteers in remote communities to undertake fire fighting and first aid, first responder work. In fact, many communities do not have these basic services due to not being able to recruit people willing to undertake these roles. This could be easily changed with a requirement upon CPO’s to have these duties included in their duty description.

During the visit to the USA and Canada several pertinent points relevant to Queensland and Australia were observed, which would easily allow for a hybrid of governance, funding and legislation to be adapted for the CPO program and allow for the QAS and QFRS to become partner agency stakeholders. Ultimately, potential exists for a professional CPO model to be adopted in Queensland, which will improve the public safety of remote indigenous communities, provide excellent role models and give a sense of employment satisfaction to CPO’s. The necessary changes to facilitate this are not expensive in terms of the public purse and have the capability to change the situation long term for the better.

Recommendation submissions contained within this report will be made to the Queensland Police Service, the Federal Government via the Torres Strait Regional Authority, the Torres Strait Island Regional Council and the Queensland Government.
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File Hills First Nations - Police Department – Saskatchewan, Canada.

Royal Canadian Mounted Police - Fort Qu’Appelle Detachment – Saskatchewan, Canada.


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As Churchill is alleged to have once said, ‘My most brilliant achievement was my ability to be able to persuade my wife to marry me’. I concur.
Background

Traditionally the relationship between Australian police and the indigenous community has not been a happy one. The history of Australia has been littered with horrific stories of government policy, mistreatment, misplaced intentions and outright racism. The common factor historically, has been the role played by police, be it in enforcing the legislation of the day, taking part in the removal of children to being charged with administration of indigenous daily affairs from food rationing or giving permission to move from one location to another. It is important to distinguish that Australia has two indigenous peoples, Aboriginal people and the Torres Strait Islander people, however their treatment at the hands of government was uniformly poor. Remembering that until the overwhelming yes vote in the 1967 referendum giving indigenous people citizenship rights, indigenous Australians were classified as flora and fauna by legislation, it is clear why mistrust of police exists a generation on.

Great strides have been made by police services in terms of indigenous participation in the workforce, community partnerships, programs and strategies. Whilst it is still acknowledged that there is a significant journey to be travelled, based upon the past 20 years progress, the future can reasonably be expected to be a significantly compounded improvement in terms of relations. My policing career has taken me to outback New South Wales, working in the communities of Dareton, Gulargambone, Warralda and inner city Sydney. I was a member of the New South Wales Police Force from 1987 until 2000 when I joined the Queensland Police Service (QPS). For the past three years I have been the Officer in Charge of the Thursday Island Police Station, covering the Torres Strait and parts of mainland Australia.

The majority of Australians believe that the only police services existing are the state or federal police departments, with no others providers present. Queensland has the Community Police Model, under which Community Police Officers (CPO) are employed by various aboriginal or regional indigenous councils to provide law and order to remote and isolated communities. The Torres Strait Island Regional Council (TSIRC) is the biggest employer of CPO’s in Queensland, with at one stage in excess of 60 CPO’s engaged, however that has been ratified recently to around 30.
All councils involved in employing CPO’s, including the TSIRC, are adamant that they cannot afford to continue to provide this service and unless additional funding is forthcoming, all will be ceasing that program by the end of 2011. In fact during the second half of 2010 many councils ceased employing CPO’s.

The service delivery gap to communities created by the loss of CPO’s is immense, and is simply a shortfall that cannot be filled by the QPS to the level the community desires. Government policy is presently that policing indigenous communities will be conducted with a combination of state police and QPS employed Police Liaison officers (PLO’s); however it is recognised that this is simply unworkable for the Torres Strait island communities. Following the Queensland Crime and Misconduct Commission (CMC) 2009 report into policing indigenous communities, several recommendations were made, including that communities must act for themselves and that government should commit to a model for indigenous communities whereby local indigenous people are appropriately trained, supervised and employed by the QPS (CMC 2009, p.170). With the distinct possibility of CPO’s not existing past 2011
it is essential that a suitable model is enacted. I do not necessarily agree with the need to phase out CPO’s from any indigenous community, nor the QPS being the employer of CPO’s, or the benefit in replacing them with PLO’s who have no police powers. I see the current model, whilst having flaws, as a base for vastly improving service delivery whilst still having the employment under councils, but a with hybrid of supervision, funding and training enhancing the skills and resources of CPO’s.

Torres Strait and Northern Peninsular Community and State Police Coverage.
Waiben is the traditional name of Thursday Island
(Map courtesy of Sergeant Rob Colthorpe)
The Queensland Ambulance Service (QAS), the Queensland Fire and Rescue Service (QFRS) and the Queensland Rural Fire Service (RFS) also experience difficulties in service delivery to remote communities. The QAS has a program of training first responders in communities (QAS, 2010) however in many areas it has trouble in attracting and retaining suitably trained persons. The QFRS and the RFS simply do not have service in many remote communities due to being unable to attract volunteers to deliver fire fighting capabilities. *The Aboriginal and Torres Strait Islander Communities (Land, Justice and Other Matter) Act 1984* (Qld) is where a councils right to employ CPO’s is derived, and the legislation also allows a council to delegate to a CPO other duties it sees fit such as ambulance and fire fighting roles. In practical terms this almost never occurs.

The Torres Strait Peoples Movement for Autonomy (TSPMA) wishes to have the Torres Strait and NPA secede from the state of Queensland and become the territory of Zenadth-Kes (Bousen, 2009). Whether the TSPMA will succeed in that quest is not a matter for discussion here, however the provision of government services such as policing, health, fire, rescue and education will be incumbent upon the elected government to transition or establish those departments. The United States of America (USA) and Canadian first nations peoples have already made that journey many years ago, with the various sovereign indigenous nations that exist across North America providing the study basis of best and in some cases worst practice.

**Purpose of Visit**

When I applied for the fellowship the situation regarding CPO’s was different, with an announcement of a review into *The Aboriginal and Torres Strait Islander Communities (Land, Justice and Other Matter) Act* and the community policing component. At that time it was estimated that over 100 CPO’s were employed across Queensland by over 20 councils, however since that time the number has reduced to around 40 CPO’s employed by just three employers. It was and remains my study intent, even though the CPO situation has changed, to recommend a viable, cost effective and professional CPO model to government, the QPS and community. The positive role model ability of an appropriately trained and resourced CPO cannot be underestimated. At present the only qualification criteria that a CPO requires is to
have the knowledge, skills and experience to perform the role (The Aboriginal and Torres Strait Islander Communities (Land, Justice and Other Matter) Act). How that knowledge, skills and experience is gained is not defined and subsequently the service delivery level to communities suffers.

I chose the destinatons and departments specifically due to their differences to each other and in order to prevent visiting upon similar organisations and gaining the same information several times over. The structures, training, funding, jurisdictions and models varied sufficiently to allow for broad ranging research on my behalf. As demonstrated by the following report, I am confident that I achieved my goal in that regard. Whilst not able to visit with the Comanche Nation Police Department at the last moment, I was able to visit several additional organisations whilst travelling arranged through people I met, their networks and contacts. I am confident that the places visited afforded the broadest possible exposure in terms of being able to make reasoned and viable recommendations.

**Washoe Tribe of Nevada and California – Washoe Tribal Police – Gardnerville, Nevada - USA**

Visiting the Washoe Tribal Police Department, located on the outskirts of Gardnerville, Nevada, provided a great opportunity to reflect upon my policing career. In particular policing isolated areas with little back up, in communities facing similar problems to some Australian Indigenous populations in terms of health ailments, life expectancy, social outcomes, victimisation and offending rates, coupled with intertwined and complex extended families making policing challenging and vital. Reflecting with the officers there, it became obvious that aside from geography, their day to day policing calls for service and client demands were almost identical.

According to the now chairperson, Wanda Batchelor, the department was formed in the mid 1980’s to meet a desire by the tribal administrators to provide safety to its members, whilst being able to ensure that traditions and practices could coexist within a modern justice system. The tribe also has an accredited court system, with its own probation, parole and social services departments. As with the majority of the United States (US) tribal police departments, a significant level of support and
governance is forthcoming from the Bureau of Indian Affairs (BIA), whose charter mandates that, ‘Indian Affairs provides services directly or through contracts, grants, or compacts to 565 federally recognized tribes’ (Bureau of Indian Affairs, 2010). The BIA provides contracted correctional facilities and specialist services in the case of serious crimes such as homicide, serious offences against the person and major dishonesty property offences.

The current police chief is Captain Richard Varner, a previous veteran of the Nevada Public Safety Department, whose policing experiences are wide and varied. Captain Varner is a member of several pertinent consultant and peer groups, being well respected by tribal administrators, the community and colleagues alike as a progressive policing administrator and modern manager. The administration systems were very similar to the QPS, in that rank structures existed, the police chief reported to the relevant member of tribal administration who then reported to council. The department is very much a-political with buffer zones in place to prevent meddling in the day to day police operations. From time to time it was agreed that a person could attempt to step outside the chain of command to attempt to influence a particular policing outcome, however that was managed effectively by the Captain on a case by case basis.

Geography was one of the biggest impediments to providing a smooth policing service across all tribal lands, with reservations located at Carson City, Dresslerville, Stewart and Woodfords, with several small land pockets also scattered about the area. Adding to the challenges is the fact that Woodfords is located within California, with is a Public Law 280 (PL 280) state. The controversial PL 280 is a mechanism whereby some states assume jurisdiction over reservation Indians, including law and order (Melton & Gardner, 2004). Fortunately, sensible negotiation between local Californian authorities and the
Washoe people has resulted in the recognition of the tribal police authority and jurisdiction within the boundary of Woodfords.

Tactical staff deployment and rostering is utilised to ensure maximum shift coverage and minimum traveling time by officers for calls for service. The department has 10 officers and a full time administration officer. Four officers are employed using grant funds as salary, meaning theoretically should funding cease that staff retrenchments would have to occur. However, sourcing specific purpose grants money enables the department to purchase equipment, vehicles and update IT infrastructure, something the majority of US tribal police services also rely upon. The department also managed the animal control and probation services for the tribe, something that in Australia has a greater deal of separation.

Practically and long term, should the push for territory status within the Torres Strait become a reality, then the establishment of a stand alone police service would be required. The cooperation of state, federal and local government as in the Washoe experience would be essential to that model. For the current CPO model, enhancements experienced by the Washoe Police brought by grants, training and equipment would adapt quite easily.

Las Vegas Paiute Tribal Police, Las Vegas, Nevada - USA

Located within 6 miles of downtown Las Vegas is the Las Vegas Paiute Tribe, which is a financial success due to cigarette shop trade and golf course resorts. The tribal lands are quite small when compared to those of the Washoe people, and registered tribal members number less than 100, however commercially the tribal enterprises provide employment for almost 250 people, including the resorts, community
services, schools and health services. The history of the tribe is that historically their lands were parts of the Colorado River, southeastern Nevada, southern California and Utah. The advent of the railroad saw the end of Paiutes’ traditional way of life and deprived them of their land. In 1911, ranch owner Helen J. Stewart deeded 10 acres in downtown Las Vegas to the Paiutes, thus establishing the Las Vegas Paiute Colony (Las Vegas Paiute Tribe, 2010). In 1983, 3,800 acres of land was returned to the tribe 30 miles north of the city at Snow Mountain, part of which is now the Las Vegas Paiute Golf Resort.

In the mid 1980’s the Las Vegas Paiute Tribal Police Department was established. Under the tutelage of Chief Don Belcher, a previous Lawton, Oklahoma police officer, a youth cadet program has been created. This program is successful in many aspects in diverting young people away from the criminal justice system, but also in providing role modeling to peers coupled with physical and intellectual stimulus. With a departmental size similar to the Washoe Police, including dispatchers, probation services and a tribal court, the Las Vegas Paiute Police faced differing challenges, in that completely surrounding their lands is an area of Las Vegas that has unique problems in terms of homelessness, gang activity and associated drug use. The Las Vegas lands are surrounded by a large fence, designed to keep people out, with legal access allowed via the road system. Incursions do occur from time to time for unlawful activity, however strong community values and open lines of communication between police and citizens saw these incidents reported and acted upon promptly.

Chief Belcher impressed as an officer who distilled strong community values to his officers, visioning that long term, recruits to the police department would be tribal members, graduates of the cadet program, with his legacy being that achievement. The back of his business card has the message, ‘if you want to get off drugs, call me’, not because he wants to arrest or prosecute offenders, but because the department has the established networks and contacts to help. The police played a very active role in terms of victim support, offender management including drug referral and rehabilitation programs, community programs and fostering positive role models. The Paiute Police have a memorandum of understanding with the Las Vegas Police for calls for service matters requiring back up, something that is a win
win for both departments in terms of officer safety, intelligence sharing and esprit de corps.

In terms of administrations, grants, laws and internal policies, the Washoe Police and Paiute Police had very similar reporting structures, with the police chief answering to the Human Resource Manager and a defined separation of tribal government from the day to day management of the police. This has been working well for many years and will continue to do so. Anecdotally, during my time in the USA and Canada, I heard several accounts of police departments that failed or were struggling to deliver services, due to a level of local government interference which made it impossible for the police chief to effectively manage the day to day operation of the department.

The successful adaptation of the Youth Cadet Program for indigenous communities within Australia could potentially see a marked increase in role modeling, ultimate recruitment of more indigenous Australians into mainstream police services and develop long term partnerships that may not be possible by other means. The Australian Navy, Air Force and Army cadets is a similar type of successful program, however to meet a specific police genre within remote and isolated locations, significant consultation and planning will be required in order to achieve a sustainable model. The community requires a stake hold in any youth program and it may be that any cadet program may have to be regionally tailored to meet local traditions, cultures and nuances.

**National Native American Law Enforcement Association**

**Conference, Las Vegas, Nevada – USA**

Founded in 1993 the National Native American Law Enforcement Association (NNALEA) mission is to ‘promote and foster mutual cooperation between American Indian Law Enforcement Officers/Agents/Personnel, their agencies, tribes, private industry and public’ (NNALEA, 2010). The three day conference offered five training tracks. I attended sessions relating to the ‘Boots on the Ground for Law Enforcement Officers’ and ‘Community Policing: Partnerships, Strategies and Operations’ tracks, as these seem to provide the most relevance to Australian issues. Opening the
conference with fanfare and dignity were several high level officials from government and policing, with a highlight being the flag ceremony, keynote speakers and US national anthem. Acknowledgement was made of my attendance, along with a member from the Australian Federal Police (AFP) and several Canadian officers.

Although attending the BIA Indian Police Academy (IPA) later in my trip, I made a point of being part of the first session relating to the academy. This served to reassure me that my attendance there would be worthwhile, with the session outlining various training options and programs for tribal departments, certification outcomes and facilities. Another session that was extremely relevant was the Drugs and Gangs in Indian County session. The explosion of prescription drug abuse compared to corresponding drops in illicit narcotic detections in communities is concerning, as if the trends of Australia in terms of crime trends, gangs, cultural influences is consistent, then a major shift in drug addictions and supply may well be forthcoming.

The link between graffiti and gangs, albeit gangs in many forms from unorganised rabble to well connected, highly motivated and structured groups was also surprising to the author. It was stated by experts from the Federal Bureau of Investigation (FBI) that despite gang movements into new crime types such as e-crime, long term traditions such as graffiti and tattooing remained. As put by FBI Agent Michael Stansbury to the gathering, ‘If you have a graffiti problem I guarantee you have a gang problem, you just might not know about it.’ Another area of surprise was recent trends noting females within certain gangs becoming quite dominant in terms of power bases and authority but certainly more brazen and violent than most male members when committing crimes.

Whilst the emergence of gangs per say upon remote communities within Australia is not considered an issue at this time, it definitely provided food for thought about possible future trends. Relating this back to the visit to the Washoe Tribe, there seemed to be reluctance within parts of the community, to admit that significant groups of youths who have a coloured dress code, undertaking significant organised
illegal activities within a defined geographic area are a gang. Rather the excuses offered ranged from a dress code of tribal pride to the fashion of the day. However, from an outsider’s perspective, based upon interviews and observations, it seemed that perhaps the lack of an admission to a gang problem within a community was thwarting the chance to overcome and divert potential recruitment. In relation to this I must stress that this is a personal view only, not a matter put to me by a specific person or group from the Washoe community.

Later at the conference I attended a session on FBI support services to departments. As with tribal police departments across the USA and Canada, the FBI staff turnover was quite high. The factors put for the cause of this were isolation, workloads, lower pay than other police services and lack of housing. The competition within the USA and Canada for trained police officers is at times ruthless, as to attract a trained and state certified police officer to a department can save upwards of $20000 in initial training costs. With Australia having federal, state and territory police services only, with training, rank reduction and salary differences limiting transitioning between departments, contrasting is the North American experience whereby the majority of police officers will work for several departments during their career.

The FBI session touched upon the BIA employing 220 uniformed police and around 84 special agents to provide support to reservations, tribal departments and manage emerging issues. If a tribal department fails or cannot meet staff requirements, then the BIA is expected to quickly fill that gap with officers, either in the short or long term. A very expensive and less than ideal situation when it is considered that around 500 tribal police departments exist within the USA. This was discussed in greater details during my later visit to the BIA Indian Police Academy.

The session relating to heath issues upon tribal lands was a great interest to me, as the statistical rates for life expectancy, diabetes, educational completion, offending and victimisation rates were broadly very similar to Australian indigenous communities. Sadly, the average life expectancy upon Native Americans who live upon reservations was 45-52, whereas the US average is 77, with the same types of health issues playing a role, being heart disease, renal failure, poor diet and diabetes.
Curiously, the emergence of suicide clusters amongst young Native Americans, particularly females, was raised as a generational crisis, with issues such as lower employment rates, economic factors and a feeling of entrapment within a lifestyle listed as causal factors. Statistics presented indicated that two in three Native American women would be subject of a sexually based crime during their lifetime which may also appreciate as a factor; however that link is yet to be established. Conference attendees were encouraged to return to their communities and ensure that crisis networks are in place to undertake immediate community intervention in the case of a youth suicide. Wissow, Walkup, Barlow, Reid and Kane, (2001) state that suicide is the second leading cause of death for young Native Americans and conclude that culturally targeted community based prevention strategies are required. Experience within the US has shown that with a single suicide or attempt upon a reservation, there will almost certainly be several copycat incidents. What has proven a successful prevention strategy is the immediate injection of specialist support services into those communities, sometimes for several weeks, intervening, counselling and utilising various local leaders to rally and organise citizens to prevent escalations.

Very similar to Australia was the use of technologies and social networking sites to bully, intimidate and harass others, with the target groups again being young females. Seemingly, the blocking of such sites, chat rooms and mobile phone applications was beyond the scope of any service provider or law agency. Australia, lead by the QPS, has had limited success in blocking profiles upon the ‘Diva Chat’ mobile phone application, however users can simply create new profiles. It is not possible to block actual phones at this stage, leaving a menacing threat towards social outrage in communities, an experience also reflected across North America, however in a much greater fold due to the existence of so many telephone service providers. Solutions are being sought to this ever expanding problem there, as in Australia. It was reported to the conference that it is realistically not possible to stop these phenomena and to assert otherwise would be fraudulent.

Other sessions attended related to tribal youth leadership, departmental governance, acquiring law enforcement grants, managing corrections, building a diverse workforce and collaboration/partnership building. All sessions attended were
extremely worthwhile, and whilst some related specifically to the US law enforcement structure, many relevant points were gained. Of importance are the extreme similarities between the USA and Australia in terms of indigenous policing issues. A key recommendation from my attendance to the QPS will be that an appropriate and different Officer in Charge of an indigenous community be selected annually to attend and report back to the Senior Executive on this conference. The NNALEA is a world leader in the issues surrounding policing indigenous communities, both urban and rural, with the expertise and executives available at the conference unrivalled elsewhere in the world.

**Alaskan Department of Public Safety – Training Academy – Sitka, Alaska - USA**

The program most similar to the Queensland CPO’s in terms of administration structure, powers, resourcing and relationship to the state policing authority is the Alaskan Village Public Safety Officer (VPSO) program. Established almost 30 years ago, the program was designed to meet a serious shortfall in relation to providing a first response public safety to frontier and isolated Alaskan communities. The VPSO motto is ‘First Responders – Last Frontier’, (Alaskan State Troopers, 2010). In fact, apart from climatic differentials, the remote and isolated far north Queensland indigenous communities, including those of the Torres Strait are very similar in terms of distances to major centres, reliance upon air transport and sea freight, coupled with similar crime rates, social outcomes and community problems.

Visiting the Alaskan Department of Public Safety Academy in Sitka, I was met by one of two the Alaska State Trooper (AST) state-wide coordinators, Captain Steve Arlow, who had kindly travelled from Anchorage to meet with me. Captain Arlow was extremely forthright in the successes and shortcomings of the VPSO program, highlighting some serious impediments to a person becoming a successful VPSO. The VPSO’s are funded by government but managed by the AST. The funds are awarded to regional not for profit native corporations via grants. The regional contracting places the local administration of the VPSO to an organisation aware of the specific needs of the local villages served and able to deal with a local issues (AST, 2010a).
The communities currently serviced by CPO’s and VPSO’s both have a state body, the QPS and the AST carrying primary responsibility of law enforcement within that area. Both state services will respond to emergencies, crime and community unrest. A timely response is not always possible, in fact more often than not, even in an extreme emergency, the best case scenario for a response would be at least three hours. The QPS and AST response is often delayed by non reporting, distances, other calls for service, weather, transportation and available staff. The AST (2010a) state, ‘In communities associated with the VPSO Program, citizens are afforded immediate response to all emergencies . . . VPSOs are not expected to handle high risk or complex investigative situations, they are the "First Responders" to all volatile situations in their communities’.

The difference in the above as to why CPO’s perhaps aren’t as successful as they could be in is the training they receive. The VPSO’s are initially trained with a 10 week basic training course at the Sitka academy. The reasons the course is held at Sitka is to ensure that the recruits are able to concentrate on the training without distractions from home, a feeling of camaraderie is established, peer support is offered, a first hand knowledge of the AST is gained and the location is central enough to ensure that maximum expertise is available from the state to deliver the curriculum. It is important to note that VPSO’s are not armed or authorised to carry a firearm, however they do have Tasers, spray, baton and handcuffs, whereas CPO’s are not authorised to have any of those items . The course covers laws, powers, officer survival skills, accoutrements use, first aid, fire training, search and rescue and how to deliver community education programs. From the time of being hired, a VPSO has 12 months in which to become certified via the academy and must undergo annual training either delivered in clusters or remotely by the AST.

A CPO, as mentioned in the background of this report, can in theory receive no training and be appointed as a CPO. A CPO is only required to have the knowledge,
skills and experience to be able to perform their role, the legislation makes no mention of mandate training. A VPSO does not necessarily have to be from the village, in fact a VPSO must be a citizen of the US or shortly to become one and the majority of VPSO’s are originally from one of the lower 48 states. Approximately 30% of the current VPSO’s are indigenous to their community. Subsequently, Captain Arlow outlined one of the VPSO’s major impediments to attracting and retaining staff as being housing issues. A village is expected to provide a VPSO with housing, which in most cases is usually quite substandard or non existent. This is due to the housing difficulties facing the villages generally, as with Australian remote indigenous housing, overcrowding, poor maintenance, lack of transport, suitable tradespersons and the cost of living making housing a premium.

According to Captain Arlow and others I spoke to, resulting VPSO turnover is generally quite high, averaging around 25% annually. This is also reflecting in the training attrition rate, despite the accommodation of English as a second language and mentorships of recruits. Woods (2000) examined the reasons for this turnover and concluded that the lack of integration into the community, pay, housing, isolation and home life pressures was the major factors. However, Woods also found that a person of Alaskan heritage or with strong ties to the village was more likely to remain a VPSO long term. The reasons for this were established housing, stability and an emotional connection to the community. This sentiment was echoed by Captain Arlow, who was able to name several long term VPSO’s who met that criteria and in fact had been part of AST video productions and televisions shows outlining why they were VPSO’s and the benefit they provide to the community.

The academy staff was of great assistance and provided me with the VPSO training curriculum, which was an excellent tool when preparing this paper. The pride officers took in their workplace and the learning products that they produced was exceptional. In fact the AST current Commissioner started his policing career as a VPSO and some of the instructional staff were also former VPSO’s, giving credence to the programs ability to mould effective law enforcement officers.
To ensure the ongoing viability of the VPSO program, it is subject to audit by the AST, to ensure that contracted service providers are appropriating funds correctly and training mandates are met. The state provides VPSO's with a uniform, which is distinct by a different colour, patch and enables a community to identify their local VPSO quickly. The Queensland CPO's are able to wear a QPS uniform, although it must be supplied by their employer, which at times means it can be second or third hand and to the public can also create confusion as to their role, employer and powers. I will address this issue in the report recommendations.

Captain Arlow also spoke with great passion of the rewards that the VPSO can provide to a community, but essential is the acceptance and desire of village leadership for such an officer. It was stressed that some VPSO's left the program due to perceived political interference in their day to day duties by local powerbrokers, coupled which an increase distancing of the community from them, following apparent dissatisfaction with a particular course of action chosen by a VPSO in relation to an incident. It was also accepted that the first few months settling in period for a VPSO could be the make or break factor. As experienced with my policing career in, when new to a community, it is common for certain elements to test your mettle, and if an apparent unwillingness to fully engage with your duties was detected, it could be exploited. It was obvious upon exit interviews that the physical and emotional factor of a VPSO's role, despite the best of training, was something they were personally unprepared for and unable to deal with.

The VPSO program offers so much potential for modelling the training ethos and desired outcome base into the CPO system. Ultimately, it will not be possible to achieve the level of training that a VPSO has in the short term, however as per the
report recommendations, a great training potential exists for the CPO program to increase its effectiveness, with a broadening of roles and enabled resourcing.

**Kodiak Area Native Association - Village Public Safety Officers – Kodiak Island, Alaska - USA**

The practical application of the VPSO from a service providers standpoint was the purpose of my visit to Kodiak Island. The VPSO program is administered by the Kodiak Area Native Association (KANA), a body that provides contracted infrastructure and services to remote villages including the VPSO, health, education, child care, social services and other community needs. I was warmly welcomed to the community by the VPSO Coordinator, Eric Olsen. Eric is a former AST, a Kodiak local, with family roots in the vibrant Alaskan fishing industry and whose passion for his community, employment and law enforcement is quite obvious. Eric was a walking history book of Kodiak Island, the AST’s, the VPSO’s and the fishing industry. In terms of his work role, Eric commenced in late 2009 as the KANA coordinator, with the benefit of having been in law enforcement, brings an operational perspective and defined buffer zone to those officers who rely upon his leadership.

As with everywhere I attended, an excellent program had been arranged for me. I was warmly welcomed to communities, not too dissimilar to those of the Torres Straits in terms of population size, distance from major centres, remoteness and demographics. We flew on the AST Cessna float plane to the villages of Old Harbor, Akhiok, Larsen Bay and Ouzinkie, landing on gravel airstrips and travelling into the communities by the VPSO vehicles, which ranged from Ford Explorers to Polaris all terrain vehicles. At Old Harbor, a fishing village of around 200 population, I met with the VPSO Jim Cedeno. Jim is an ex marine from New York, who was attracted to the role by its remote challenges.
Whilst only being in the community a short time and yet to undertake the VPSO training in Sitka, he has ingrained himself into village life very quickly and effectively. VPSO Cedeno is a regular attendee at the local school, community events and knows the community problems. The Old Harbor School Principal, Stephen Scarpitta, was glowing in the positive transformation Jim has made to the community. The VPSO office has been renovated by Jim, from items he has recycled from the village dump, to a very high standard with his handyman skills, and has the fire and ambulance equipment in ready working condition.

Whilst speaking to Jim, it became obvious that his demeanour, compassion and determination stand him in good stead to be a successful VPSO. Housing was a problem in Old Harbor, with Jim (pictured below) living in a residence that could only be politely called ramshackle. However, as he has the skills, VPSO Cedeno is renovating it and managing to convert it into a secure home. The CPO’s within Queensland do not have the housing difficulty, as all are from their respective community, have established housing already and although in theory they could be recruited from another area to work as a CPO, in practicality, it hasn’t happened. During our time together I was able to glean that the community was experiencing similar problems to those of remote Queensland, with alcohol playing a significant role in terms of violence, domestic issues and health ramifications. Jim recounted a story of the bears who frequent the village rubbish dump and the sadness he felt in having to arrange for one to be euthanised in the weeks before my visit. The best reply I could manage was chasing crocodiles off the beaches at Thursday Island or dodging suicidal kangaroos and impulsive emus on western outback roads.

Jim, as were all VPSO’s, was upfront in the fact that a single VPSO for a village is not ideal, with two or more officers there is able to be downtime, extra shifts covered and importantly backup. Speaking to the community leaders there, they are very satisfied with the level of service provided by the VPSO and the difference that Jim
has made. Leaving Old Harbor we flew to Akhiok and were met by the VPSO and native local, Speridon Simeonoff. VPSO Simeonoff (pictured right) was previously employed under the program and had recently returned after some 3 years out of the role. Subsequently, he also has to attend the training course in Sitka in early 2011. Speridon’s family resides in Akhiok and has done so for several generations. He is has a young family and was in the process of buying a house. Like Old Harbor, Akhiok is a small fishing village, located on the very south east of Kodiak Island and exposed to the southern ocean winds and swells. The village population is around 100, but the nearby area during salmon season can house another 300 people employed in the fishing industry. Search and rescue formed a substantial part of VPSO’s Simeonoff’s role. Speaking to Speridon, he echoed the sentiments of VPSO Cedeno in terms of calls for service and community problems.

The cost of freight to the village was staggering, with almost an extra dollar added to every pound shipped in costs. Fuel costs were around $10 per US gallon or around $2.50 to $3.00 per litre. Coupled with winter weather issues, it was not uncommon for transportation not to reach the area for weeks on end, making the villages of Kodiak very self reliant. Whilst Queensland remote communities can be isolated due to the wet season, generally air infrastructure is such that transportation is still possible, albeit in a reduced form. Certainly, it would not be expected to have a community so strictly isolated that not even air transport is possible for extended periods. I left the area with a new appreciation of isolation, something I was to experience again when visiting first nations police departments in Canada.

Leaving Akhiok and travelling to Larsen Bay, we flew over the centre of the island. Fortunately, it was salmon spawning season and we witnessed several Kodiak bears feeding upon the fish in the interior lakes system. To those with me, a reasonably common sight, for an Australian police officer from remote far north Queensland, an amazing and unforgettable experience. Arriving in the model community of Larson
Bay, which has a rubbish recycling and disposal program that is the envy of many, I saw spectacular waterways and large salmon cannery, the lifeblood of the community. The garbage system is such that there is really no rubbish dump, and subsequently the bears that garbage dumps generally attract in North America, did not menace the village to the extent that others were experiencing or die from ingesting plastics or other carcinogens.

The VPSO, Roy Jones has been with the program since 2000. Although originally not from the area, Roy has made Larsen Bay his home and to say he was a character would be underselling him. During our visit, VPSO Jones held court, regaling Eric and I with tales of his time as Mayor of the 60 strong community, to fishing, hunting and boating mishaps and adventures. In particular, he was very proud of how he was able to acquire a donated ambulance and school bus from Hawaii, freighted and delivered to the community gratis. In terms of problems, Roy is very community minded and has sought to involve all in solving village issues, which in Queensland we call Problem Orientated Partnership Policing (QPS, 2010) but Roy called getting people to take responsibility. The VPSO office is located within the fire station and all equipment was maintained by VPSO Jones for immediate use. Leaving Larsen Bay for Kodiak, I had been exposed to three committed but in terms of personalities, different VPSO’s. All were successful within their community for the common factor, they were involved.
Eric explained that prior to VPSO’s Cedeno and Simeonoff commencing; there had been a high turn over in those villages, as with Ouzinkie which I visited two days later. It basically came down to recruiting the right person for the role, something that is not easy and may take several attempts. This was supporting by Woods (2000) in his findings and the conversations I had with Captain Arlow and others in Sitka. Travelling out on a very windy and stormy day to the island village of Ouzinkie, we arrived early afternoon. Again we made feel most welcome and hosted ably by VPSO Glen Farmer. Glen is a former Georgia USA police officer and has been in the 200 populated community for over a year. Glen’s issues were very similar to the other villages, with alcohol related crime, some youth problems, drug matters and housing as key topics. As with the other VPSO’s, Glens successful approach was unique but effective in terms of community knowledge and engagement. I was able to meet community leaders there, and their support for the VPSO and program was quite evident, another key to its continued working.

In relation to the CPO system, I found the VPSO to be very similar and had issues relating to funding, structure and managements which could be easily modified for Queensland. I was fortunate to be invited to KANA monthly staff meeting, during which I was able to pass on my gratitude to all concerned and especially Eric for his wonderful exposure of the VPSO and Kodiak Island to me. Eric arranged a visit to the AST detachment at Kodiak, coupled with a tour of their vessels and the Kodiak Police Department. Whilst a side issue to the study focuses, the exchange of ideas and experiences was worthwhile and beneficial.

**Royal Canadian Mounted Police - Depot Division – Regina, Saskatchewan – Canada**

Arriving at one of the world’s benchmark police training facility, I was awestruck by the magnificence of the Royal Canadian Mounted Police (RCMP) Depot Division. The Depot or academy, houses a state of the art driving facility, including simulator, firearms range, indoor pools, gymnasiums, training equipment, classrooms and a
cemetery for retired or in service RCMP members to be laid to rest. Steeped in traditions, the pride the RCMP has in the Depot was obvious. Although RCMP tradition and heritage played a significant part in the day to day operations of training, the RCMP is a modern organisation in terms of recruitment, programs and training strategies. I must highlight the assistance given to me by Sergeant Alain Leblanc in facilitating the visit and programs arranged.

With a colonial history very similar to Australia, the residential schools experience still quite raw in the Canadian first nation psyche (Heritage Community Foundation, 2002) as is the stolen generation in Australia, it is important to move forward with a spirit of optimism. Although at the time of my visit, the Depot was conducting mainstream recruitment courses only, the development of an Aboriginal Community Constable course was in its final stages, with the first group of recruits expected in November 2010. This course of 19 weeks with 2 weeks station duty, compared to 26 weeks mainstream policing, was designed for aboriginal applicants to work within hometown detachments, with constable powers. The officers are not expected to investigate but utilise their local knowledge to assist officers within their detachment, liaise with the community and provide operational back up. It was envisaged that the officers will remain long term within their community, on a salary scale not too dissimilar to full officers.

As this was a pilot program within the RCMP Depot, feedback will not be possible by the completion of this report, however I will stay in correspondence with the staff there to ascertain its success or otherwise. As with the Alaskan experience, it was considered vital to the programs success that training was held at a central facility, away from the applicant’s community, whereby
the person could fully integrate within academic life and feel part of the RCMP organisation. Other first nations police services had also recruits attending the Depot to train as mainstream officers, although there was a significant fee attached, the outcomes for their police services were thought to be worthwhile in terms of the professionally developed officer. Although Canada provinces do have police colleges where first nations recruits can attend, it became apparent that the first nations police services saw the value in the RCMP product.

The Aboriginal Pre-Cadet Training Program, (APTP) youth of Aboriginal ancestry can work with the RCMP as sworn peace officers and gain valuable work experience (RCMP, 2008). The applicants train at the Depot for three weeks, covering subjects such as defensive tactics, law, public speaking, basic drill and cultural awareness. Following training, the participant’s undertake a 14 week placement assisting RCMP officers in detachments, attending to all aspects of police duties. This type of work experience is beneficial twofold. Firstly it gives the applicant a chance to see if police work is what they desire to do for a career, without having to commit to a 6 month training program and then a period of posting. Secondly, if policing is the desired career choice, which ever police service or law enforcement related area the participants apply to, know they are getting a committed, experienced and strong role model. With the applicant ages required to be between 19 and 29, this type of program would have similar benefits to the QPS and is something that I recommend is considered for implementation on a trial basis.

The RCMP are very proud of their facility and rightly so. I was fortunate to be given a guided tour by Corporal Karen Hamelin. Originally from Manitoba, Karen is a first nations police officer who has served in Africa with the United Nations, a former member of the renowned horse riding display, the RCMP Musical Ride and a very proud police officer. Corporal Hamelin was positive in her assessment of aboriginal policing programs within Canada in terms of the difference made to communities and the role model effect. I was privileged to meet the Assistant Commissioner in charge of the Depot, Roger L Brown, who took the time out to explain his vision for the academy, gave great credit to the staff and facilities. It was obvious that he was extremely proud of level of policing graduate produced.
I was particularly touched when I visited the cultural room with Corporal Steve Climenhaga at the Depot. Set aside for all beliefs, the room is a quiet place whereby a person can go to pray, perform traditional ceremonies and where classes are conducted with elders. All recruits undertake a component of cultural awareness training during their time at the Depot, which includes a session with elders in the cultural room whereby traditions, policing history, the roles police historically played in enacting government policies of removal form lands and families. The feedback from these sessions is that from the majority of students standpoint, it was something they were unaware of or had even considered and from the participating elders, it was quite cathartic and healing.

QPS recruits undertake cultural awareness sessions as part of initial training and has specific on line learning products. The Cross Cultural Liaison Unit, backed by a network of Cross Cultural Liaison Officers do a great service in ensuring the QPS remains progressive in that form. From a local standpoint, the Thursday Island Division has a specific cultural awareness package, delivered by Police Liaison Officers and local elders, for new officers within the division to ensure that they are aware of local issues, languages and protocols. The rolling out of that program further will be part of the final recommendations for the report.

Any visit to the RCMP Depot would not be complete without attending the RCMP Heritage Centre. Located just outside the Depot grounds, the centre houses numerous exhibits and outlines the history of the RCMP from inception to current day. The first nations display is fascinating, as were all items, however the understanding of the cultural importance in recognising past wrongs and highlighting the positives shows an organisation committed to healing and moving forward. I recommend that the QPS consider a partnership with indigenous organisations for
display at the QPS museum of Aboriginal, Torres Strait Islander and QPS history from the 1800’s to the modern day.

**Royal Canadian Mounted Police - F Division – Aboriginal Policing Services - Regina, Saskatchewan – Canada**

Located adjacent to the RCMP Depot, the F Division headquarters houses several departments, including the Aboriginal Policing Services (APS). Headed by Inspector Dennis Fraser, ably supported by his staff, including Sergeant John Eneas, the section focuses upon, but is not limited to, community partnerships, improving recruitment strategies, youth cadet corps, assisting first nations police services and staff education. All sections members are first nations, giving credibility to the programs delivered. I was fortunate to meet with the F Division, Assistant Commissioner Dale McGowan who spoke of his pride in the APS officers and outcomes. The Assistant Commissioner was obviously well briefed and displayed an intimate knowledge of F Division, including the numbers and locations of first nations services contained within the province.

At this point it is important to outline the types of first nations police services in Canada. A service can be either self administered or a tri-partite police service. The policing outcomes delivered by police services are essentially the same, however a myriad of department structures, funding and legislation exist to enable that to occur. Whilst not covering all models available, the Canadian representation is such that city/municipal departments can exist, the RCMP provides federal coverage whilst contracted to provide policing services in all provinces excepting Ontario and Quebec. First Nations police departments can be either a self administered service,
a self administered multi community agreement service or a RCMP community tri-parte agreement.

I was fortunate to meet with the government representatives in Regina who negotiate and administer the policing agreements for Saskatchewan. Thanks must go to the APP and John Eneas for making this possible. The information they provided about policing agreements, including the length and funding stipulations of the same provided an excellent insight. In terms of the CPO model, as recommended, the agreements should be longer term and indexed in order to guarantee service and funding certainty. The effectiveness or otherwise of these agreements has been subject to considerable debate, however from a study viewpoint the benefits they can offer to the CPO program cannot be underestimated.

The APS delivered a presentation on the Community Cadet Corps (CCC) program, something that has great potential within Australia. Whilst Police Citizen Youth Club’s (PCYC) have been established in Australia for over 60 years (PCYC. 2010) with the Cape PCYC remote service delivery model also in existence (Cape PCYC, 2010) for remote communities in terms of sport and recreation programs, the CCC focuses upon localised community run programs. Whilst providing a sport and recreation aspect, what particularly interested me was the recruiting prospects and role modeling it provided, very similar to the Las Vegas Paiute model and as observed later in Six Nations, Ontario, the Police Athletic League for Students (P.A.L.S.). The CCC provided opportunities for some to attend the Depot for courses, observations and experience. A potential exists within remote Queensland communities for a similar type of stand alone locally based program, self funding with a participation ethos differing from the Cape PCYC or PCYC systems.

The QPS regionally based recruiting officers is a system whereby locally based specialised officers are able to provide information, support and recommendations to potential recruits. These officers are from all demographics; however in the far northern areas of Queensland several of these officers are indigenous. The benefits for this are immense, in terms of role models, attracting applicants and providing an accurate culturally based personal opinion upon their work experiences. Within the APS and F Division, such a program also exists. Indigenous participation within the F
Division RCMP is at almost 15%, compared to 8% for the rest of the RCMP (Public Safety Canada, 2010). Assistant Commissioner McGowan credited this specifically to the APS team and their strategies. For the QPS, an increasing and targeting of specific indigenous recruitment officers statewide may also assist greatly within this area.

I was extremely honored to attend Aboriginal Police Preparation program at the Saskatchewan Institute of Applied Science and Technology (SIAST). There I met with around 20 students who are taking part in the 24 week program which designed to bring academic levels to a standard that will meet policing recruitment. SAIST (2010) promote the course as, ‘Aboriginal Police Preparation is an applied certificate program that prepares individuals for employment in policing at the federal, provincial or municipal level, as well as other law enforcement agencies’. The course content includes first aid, criminal justice system, policing history, aboriginal issues as well as broad ranging and relevant subject matter. Fully supported by the RCMP and the Regina Police Department, the program now in its fourth year, is offered at six locations and has expanded to include non indigenous students. The program costs around Canadian $6000 per student, giving a significant degree of motivation to students to successfully complete.

The program outcomes include students who are now employed by police departments, corrections, security providers and the military, something that without the course would not have been possible. The QPS Justice Entry Program (JEP) offers traineeships for Aboriginal or Torres Strait Islander applicants who might otherwise not meet recruiting standards (QPS, 2010a). Considering that English may not be the first language for many indigenous Australians, the nationally accredited program enhances a recruits skills to a level that enables them to undertake the mainstream police recruit course. Certainly the program has been responsible for the successful entry into the QPS by many indigenous people, something that would not have occurred as readily otherwise. Whether this program can be expanded or even outsourced to others education providers remotely is something that I recommend the QPS considers.
I was accompanied by Sgt Eneas to the File Hills First Nation Police Service (FHPD). There I met with staff, community elder and police board member, Don Koochikum and the FHPD Community Support Liaison officer and community elder, Robert Bellegarde. Established in 2000, the FHPD was the first and is the only current self administered police service in Saskatchewan province. All officers are constables within the province, removing the jurisdictional issues that were experienced by US departments. Covering a population base of around 3000 in the communities of Carry The Kettle, Little Black Bear, Okanese, Peepeekisis and Star Blanket, the department works very closely with the RCMP and in particular the detachment of Fort Qu’Appelle.

Unfortunately the chief, Ralph Martin was on leave; however the professionalism of Constable Melanie Meade and her passion for the community was a credit to the FHPD. During the visit, I was taken to the cultural room, situated inside the police station. There I was honoured to take part in a smudge ceremony inside the room, something that was a privilege and unforgettable. I place this honour a highly as being invited to take part in traditions within the Torres Strait Islander community such as tombstone openings. The smudge is a ceremony where certain healing herbs such as sage, tobacco, sweetgrass and cedar are burnt, with the participants taking the smoke in their hands and rubbing or brushing it over the body (Borden & Coyote, 2007). The ceremony purpose is to cleanse bad feelings, negative thoughts, bad spirits or negative energy helping enter discussions with a good heart and clear mind.
Inside the File Hills Police Station Cultural Room with Constable Melanie Meade, Robert Bellegarde, Don Koochikum and Sergeant John Eneas following a gift of sweetgrass to me

The elders spoke of their desire to have a police service which was able to provide safety and security to the community, at a level than would have been available from the RCMP. The communities serviced by the FHPD were previously managed from Fort Qu'Appelle, meaning that the establishment of the department was able to provide culturally sensitive, locally based policing services in partnership with the community, something that would not have been possible when policed remotely from a larger centre. The department was also supported by the RCMP with members on secondment, generally of first nation decent, in order to meet the staffing model. Prior to leaving, I was presented a gift of braided sweetgrass as a reminder of the ceremony and my visit to the FHPD, something that was symbolic but personally valued as priceless.
Leaving FHPD, we travelled to the nearby community of Fort Qu’Appelle. This detachment has an additional three officers supplied as part of a tri-partite agreement with the File Hills Qu’Appelle Tribal Council. The agreement is not to be confused with the FHPD, the areas serviced by the 2 police departments vary, even though some parties to the policing agreements are common. Meeting with the RCMP Officer in Charge, Staff Sergeant Earl Nini was an enlightening experience, especially when touring the police facilities. The building is the same age as the Thursday Island Police Station, in the same condition, with similar sized prisoner holding facilities and staffing numbers. Staff Sergeant Nini was thankful for the extra staff available by way of the agreement, however was realistic that if one party withdrew from the agreement, then his staffing numbers would reduce, as would service delivery. Relating to calls for service, crime rates and social outcomes, the detachment experienced similar issues to those of the Torres Strait.

In terms of the QPS, the cost of a providing a police officer to a remote community, including salary, transport, removal costs and housing, is constantly in excess of $100,000 annually. To negotiate a similar type of agreement within Queensland between councils and government to provide extra fully sworn officers would be almost impossible for purely economic reasons. The reasons for this is most many remote councils do not have rates base, are funding reliant and the cost of construction is prohibitive. The potential for an agreement to share funding, increase training and resourcing of CPO’s however is easily within reach of all departments. The File Hills Qu’Appelle Tribal Council is a financially sustainable body, with the ability to utilise enterprise income to offset policing costs.

We later met Pam Desnome, the Chairperson of the File Hills Board of Police Commissioners and also the Probation Officer at the File Hills Qu’Appelle Tribal Council offices located within the Treaty Four Governance Centre. The complex is highlighted with the impressive 111 feet high world’s largest inhabited teepee, located at the front and visible for miles around. The teepee is a magnificent structure, with the interior being the conference room for the building occupants and
elected representatives. The 13 poles supporting the represent a spiritual or ethical value: Obedience, Respect, Humility, Happiness, Love, Faith, Kinship, Cleanliness, Thankfulness, Sharing, Strength, Good Child Rearing and Hope (File Hills Qu’Appelle Tribal Council, 2010). Pam and I discussed issues surrounding the community, including offending rates, addictions and positive role models. We also discussed the need to have a board willing to let a police chief manage the daily operations without political influence, something the File Hills group strove to achieve. Leaving the building, I was presented with a beautiful handmade blanket, which is a traditional gift, symbolising warmth and comfort. Sadly, that concluded my time in Saskatchewan, an extremely worthwhile exercise and I must thank the APS staff, in particular John Eneas for his thoughts and hosting.

**Nishnawbe-Aski Police Service – Thunder Bay, Ontario – Canada**

Created in 1993, the Nishnawbe-Aski Police Service (NAPS) is headquartered in Thunder Bay, Ontario. On the edge of Lake Superior, one of the great lakes, the actual headquarters building is not located within NAPS policing area. The reasons for this are that Thunder Bay is the central transport hub, government services are located there and the Nishnawbe-Aski Nation (NAN) offices are nearby. NAPS services 35 first nations communities in the north of Ontario, covering almost two thirds of the province. As with FHPD in Saskatchewan, NAPS officers are authorised as constables anywhere in Ontario. The Ontario Provincial Police (OPP) have relinquished control of that area exclusively to NAPS, however will provide specialist support if required. OPP has officers seconded to NAPS at various locations, including specialist officers.

NAPS is Canada largest self administered, multi community police service, with governance via a board who meet for 12 days annually, coupled with teleconferencing for emerging issues. The 49 first nation communities and seven
tribal councils that form NAN are represented by seven board members, plus a chair, board liaison and additional two members. NAPS is run as a program, not as a police service via legislation as such, meaning that it is able to provide policing services in situations whereby the OPP would be prohibited by costs, industrial agreements and union issues. The desire in forming NAPS was to provide an autonomous first nation police service. The board to achieve and maintain this develops and sets policies, ensuring that policing strategies are culturally appropriate, matching the vision and fully approved. The ultimate aim is to have a service made from entirely first nation members; however that is still some time off, something that will be addressed later.

As with north Queensland, the communities as generally isolated for the majority of the year due, however in their case due to snow and ice, with air transport being the only viable option for travel. For around two months a year, some of the communities can travel south on ice roads, it is during this that major fuel supplies are delivered, buildings, vehicles and other bulk items are delivered. NAPS employ around 140 officers in 2 divisions, the North East Region and the North West Region with regional headquarters at Cochrane and Sioux Lookout respectively. On arrival at the Thunder Bay headquarters, I was met by Fabian Batise, who is employed by the police board as a liaison officer. Fabian is based at the headquarters, and provides an excellent buffer between the police chief and board in the running of NAPS.

Fabian explained the board structure, roles and vision for NAPS as above. I then met several members of NAPS, including Executive Officer, Inspector Rowland Morrison, and Professional Standards Inspector, Pierre Guerard as well as the majority of staff who work there, including training staff, administration and finance. Comparing police complaints systems with Pierre was quite interesting, as the resolution process both NAPS and the QPS use appears to be almost identical. I met with Chief Robin Jones later during the visit. Shortly after arriving we flew on the NAPS plane to Sioux Lookout, where I met the North West Regional staff. Situated around 350 kilometres north of Thunder Bay, Sioux Lookout is also situated outside the NAPS area of responsibility; however as it is the air and ice road transport hub and infrastructure staging area for Ontario’s northwest it is the logical location for the headquarters.
I spent time with both Staff Sergeants there, who supervise the detachments north of them. Both expressed concerns over staff retention to these isolated pockets of Canada, as often housing, isolation and salary prevent a significant applicant pool. Coupling this, despite financial bonding of new NAPS employees, is the attraction of the OPP or larger city departments who are willing to pay off the bonds in order to gain a trained and provincially certified officer. Consistently the attraction is also better salary, living and working conditions afforded in those areas. However, with around 30% of the constables being first nation, it was found that their retention, commitment to communities and NAPS was generally more long term than other demographic officers. Surprisingly, as also experienced in many remote Queensland communities, significantly more female applicants than males applied to work in these communities.

Sadly, the scourge of prescription drug abuse has ravaged several of these communities, with an example given of Fort Hope, four years ago a thriving area, with organised community sports, events and cultural pride. The advent of trade in the highly addictive oxycontin morphine based tablets has rapidly and adversely changed that community. Chillfarm (2004) list abuse side relate that the tablet can be addictive in some cases after one dose, the long term effects as heart rate slowing, gastrointestinal problems, nausea, and loss of consciousness, something police officers on ground and health services are reporting often. NAN have recognised the devastation to their communities, relating an uncontrollable escalation of violent crimes in the community, including homicide, with a plea to government for more resourcing for drug programs, treatment centre and to maintain public order (Harris, 2010).
Whilst not prevalent in Australia to the extent of the USA and Canada, although emerging, the threat of a prescription drug threat is something governments should take very seriously, with the problems in terms of social dysfunction, crime rates, victimisation and deaths associated with it are dreadful. The tablets are easily concealed and transported, with an illicit trade value of around $300 per tablet given by NAPS and other agencies. That economic cost alone, in communities highly welfare dependant, would wipe the ability to provide the necessities of life to users and by default, their families.

Whilst visiting NAPS, I was fortunate to meet the Grand Chief of NAN, Stan Beardy, who took time for his busy schedule to discuss general issues with me. I also had meetings with the Police Chief, Robin Jones, whereby we compared notes so to speak on remote policing and challenges. In particular, the difficulties in providing the best policing outcomes for communities, within a defined and finite budget, were a great interest. With delays in funding NAPS, it was conceded that they are often playing catch up, with funding often not keeping pace with inflation and salary costs. Should my recommendations for CPO’s be considered, it is essential that funding agreements cover off on delivery dates, inflation and salary costs.

We were to travel to Fort Severn at Hudson Bay, the most northern and isolated detachment to meet with staff; however operational issues prevented that from occurring. However, in lieu we again travelled to Fort Severn where I met with the members of the Shibogama Tribal Council as part of a larger contingent, including the Coroner for Northern Ontario Dr Michael Wilson, Police Chief Robin Jones, other officers and officials. I was interested in hearing from Dr Wilson and the council regarding cultural issues with deaths, post mortem examinations, transportations and
costs. Despite being on opposite sides of the globe, the issues were almost identical. I outlined the area I am responsible for policing, the CPO structure and issues, something that drew several questions and an obvious understanding and appreciation of the matter from the council members.

Drawing from the NAPS visit, I concluded that the level of separation between the board and police was a necessity. The creation of Fabian Batise’ position of Board Liaison Officer has gone a long way to ensuring that happens. The TSIRC as the biggest employer of CPO’s in Queensland has recently employed a Community Police Manager, whose role is similar in parts to that of the NAPS Liaison Officer. The obvious conclusion from my visit was that for a CPO model to remain successful, it is essential that officers are appropriately trained and drawn from the community they service for housing and family support networks to ensure longevity in the role.

Six Nations Police – Oshweken, Ontario - Canada

Travelling to the Six Nations of the Grand River took me through southeastern Ontario and past Lakes Ontario and Erie, part of the Great Lakes system. Nestled between the cities of Hamilton and Brantford, the Six Nations reservation is home to around 20000 people, the Six Nations comprises of the Mohawk, Cayuga, Onondaga, Oneida, Tuscarora and Seneca people. Located 120 kilometres southwest of Toronto, the community, although not as isolated and remote as some I had visited, still experienced similar outcomes statistically for its people. Arriving for the annual Remembrance Day ceremony, I was honored to be invited to take part in the march and wreath laying ceremony. My humble appreciation goes to the Six Nations Veterans Association for their welcome and presentation
plaque for my participation. This invitation and ceremony will remain with me as a personal lifetime highlight. The surrounding area during World War II housed several training facilities and in fact there are Australian buried nearby who were tragically killed in training accidents at that time.

Met by Inspector Rob Davis, who started his career with the Six Nations Police (SNP) but coincidentally had spent some time with NAPS before returning to SNP, I had encountered the consummate policing professional. Rob had arranged an excellent program for me, including interviews with key personnel involved with the department. Inspector Davis' knowledge of the SNP, the history of Six Nations, his Mohawk heritage and the partnerships SNP has with the OPP and Brantford was excellent. Unfortunately, the Police Chief Glen Lickers was on leave but he should be rightly proud of SNP, his staff and their commitment to the community.

At Six Nations Remembrance Day with Inspector Rob Davis, a Six Nations Veteran (John Charleau a Six Nations Veteran and former police officer, RCMP Corporal Jeff Cooper and Constable Marwood White
Meeting with the Community Services Officer, Michelle Bomberry, she outlined the partnerships and programs that SNP utilise to engage and service their community. These include youth intervention, mentoring, drug partnerships, victim support and the youth cadet program, Police Ethnic Cultural Exchange Program (PEACE) with the OPP. At least two graduates from that program are now officers with the SNP. Following up on the community services program I met with Constable Steven Montour, who outlined the Police Athletic League (PALS) program running after hours at Six Nations school facilities. PALS provide afterschool supervised activities, including sports, excursions, challenges, anti bullying strategies and community interaction. PALS is operated by police and volunteers, with an attendance rates at the various programs of approximately 100 youths. Past activities have including dog sledding and snow skiing excursions, which have impacted in terms of lifetime memories and positive reflections on the SNP. As a welcome side effect, targeting at risk youths has also lead to reduction in truancy rates. A question was raised how does one measure success of a program such as PALS, after much debate it was agreed that some results aren’t tangible, but if a single life is improved then a program is a success.

I had the opportunity to meet with Constable Mike Anderson, a graduate of PALS and PEACE. Mike recounted how in 2004 he undertook work experience with the OPP in Brandt County, which cemented his desire to become a police officer. Constable Anderson is highly regarded by the SNP and nearby OPP detachments as a highly motivated and professional officer. Undertaking studies at the Canadian Police College, Aylmer, Ontario, also Police Foundation courses at the Mohawk College in nearby Hamilton and the APTP at the RCMP Depot with a RCMP posting. As a registered band member within Six Nations, Mike was eligible to join SNP and after a period of other work, took the opportunity to apply and be successful in joining the department. As with most officers from SNP, conflicting family issues have arisen however generally these were overcome by handing the matter to another officer. As with NAPS officers, SNP are constables within Ontario and must meet state standards to be employed. I had earlier met Constable Anderson’s mother and the pride she expressed in his career, the role model effect and the difference to the community that he was able to impact, was immense.
Inspector Davis arranged a meeting with the founding and current Six Nations Police Commission (SNPC) Chairperson, Wellington Staats. Mr. Staats outlined the background of the formation of SNP, from the period in 1978 when the community was policed by the OPP who had six officers stationed within the Six Nations to the current day, where a staff of over 40 is employed and a new multimillion dollar purpose built policing facility is nearing completion. The meeting with Mr. Staats, although lasting only an hour, gave me such an insight into the reasons for SNP success. I am extremely grateful to the SNPC members who gave so freely of their time to speak to me. In terms of the TSPMA, the lessons learned and systems enacted by the SNP and SNPC is well worthwhile studying as a best practice model for the creation of a new policing service.

Mr. Staats outlined to me that prior to the OPP detachment of six staff, the RCMP policed in the early 1970’s with a detachment of 40 officers, which reduced to six under the OPP. In 1978 the community requested to create its own police department, with much lobbying, business case preparation and ratification when in 1985 the SNP was born. Initially, a staff of 2 Six Nations officers, including the current Police Chief Glen Lickers, worked with the OPP, with additional officers hired over the coming years until the OPP detachment no longer existed and the SNP was staffed entirely by its own members. Chief Lickers was a previous member of the RCMP and brought an operational policing perspective to the organisation, something that as very important when hiring officers without previous experience.

The decision was made by the SNPC to be an independent self administered police service, with the option of a tri-partite agreement with the RCMP not being considered. There is a significant animosity history between Six Nations and the RCMP for issues that occurred many years ago, and it was considered vital for success and community acceptance that they were not involved. The SNP policies were developed over several years by the SNPC, with the officer numbers increasing as funding allows. Mr. Staats told me that his vision and that of the community was that SNP would become the organisation that it is today, however the SNPC would like to see it expand even more to include specialist sections such as Crime Scene Technicians, extra criminal investigators and perhaps a dog unit.
All members of the SNPC were very strong in pointing out that they did not have any influence of the day to day operations of SNP; that duty lays squarely with the police chief. They do act as a political separation buffer between the Band Council, community and the police. The SNPC constitution is such that a person can only be chair for two terms, with the commission having a staggered turnover of its members to ensure consistency and knowledge transfer. Mr. Staats had only just return to the SNPC after several years away from that arena. Mr. Staats thought as a personal opinion only, that there was scope within first nations policing across Canada, but certainly for Ontario, for the creation of an independent first nations police services complaints investigation body. This is to instill public confidence, not only in first nations but all Canadian people in the professionalism and management of first nation police departments and to reassure the public that the funding granted, was giving value for investment.

The SNPC requires an annual police report to be prepared by the SNP and meets once a month during the year. In that time the chief reports and is questioned on crime matters, operational and management issues. The SNPC is registered with the Canadian Association of Police Boards. The SPNC members desired best practice in their role and relished the peer review the association afforded. I later met with other SNPC members, Phil Monture and Steve Williams. Mr. Monture outlined that as a board member he saw it as vital to have proper competency based training standards for police officers. He also expressed a desire to have a tribal court system established, paid for in part by the full return of fines to the community, rather than the percentage base that currently exists. The Six Nations community, according to Mr. Monture, overwhelmingly wants its own justice system where while still meeting state legislation, can place an element of cultural influence upon those prosecuted.

Covering off on funding shortfalls, Mr. Monture related the fact that delays in government delivering promised funds impacted upon the SNP ability to meet business plans and policing strategies. I found that later when speaking to the Police Administrator, Dale Davis, that funding issues were one of the biggest impediments to most first nations police services moving forward. With funding grants and contracts, it was thought by all concerned that stand alone services such as SNP
and NAPS were able to provide a greater community level police service cheaper than could be supplied by the province directly. This was due to the federal versus state funding structures for self administered police departments, housing issues, equipment and staff turnover. Mr. Williams outlined that the SNPC role was to ensure faith in the SNP by the community.

He stated that it was essential to keep political influences away from the police service and that was the duty of SNPC to ensure that occurs. He outlined that when SNP was in its infancy and still partially staffed by the OPP, a senior OPP official told the community that the SNP would fail. That comment he said, resolved the community into galvanizing with the police to ensure its survival and prospering. I later met with the Inspector of the neighbouring Brandt County OPP Detachment, David Durant who was an OPP constable at Six Nations when the SNP commenced. Inspector Durant outlined the partnerships developed between the OPP and SNP. It stated that there was never a feeling by the Six Nations people that SNP would fail. He believed it was due to recruiting the right people, including the current chief and the steadying role played consistently by the SNPC.

This was the case today, with the strength, systems and knowledge of SNP being almost impossible to replace to any effective level. I also met with Corporal Jeff Cooper, a member of the RCMP Integrated Support Services Unit who has been attached to the SNP for the past 15 years. His role includes providing interaction with local police, aboriginal police services, prevention programs and being a conduit to the RCMP for SNP. Inspector Davis arranged for me to meet with other officials during my visit including the elected chief Bill Montour, judiciary officials and community members.

In relation to CPO’s, recently the TSIRC has appointed a Community Police
Manager, whose role includes being the conduit between the CPO, QPS and the council. In terms of the SNP successes, CPO effectiveness and any future movement to a stand alone police service for the Torres Strait, it is essential that politics is far removed from the operational issues. As such I am recommending that consideration be given to the creation of an offence for a person in authority to knowingly use their position to intimidate and attempt to adversely influence the actions of a CPO in the execution of their duty.

**Bureau of Indian Affairs – Indian Police Academy – Artesia, New Mexico – USA**

Flying into Lubbock Texas at 2am after a 9 hour flight delay due to wild weather including tornados in the mid west, we managed 6 hours sleep before setting off to Artesia, New Mexico for my visit to the BIA IPA. Prior to leaving Lubbock, we visited the Buddy Holly Museum and enroute drove past Wink, Texas, the hometown of Roy Orbison, music that I grew up on, mainly due to my father controlling the car cassette player and not letting my siblings and I listen to any of that ‘modern rubbish’! Arriving in the township of Artesia, I was surprised to find that the population was around 10000. Thriving economically due to an oil refinery, agriculture and the large Federal Law Enforcement Training Centre (FLETC) which houses the IPA as well as the US Air Marshalls, parts of the Secret Service, Border Patrol academies and in service training for those groups, Artesia was a welcome stop. The only comparison for the scenery was that instead of driving past tree orchards, we drove through miles of uninterrupted oil well orchards.

Due to security reasons I will not outline the FLETC facility in any great detail, other than to say the centre would be the envy of any law enforcement body, and the
opportunity to attend any FLETC facility should not be missed. The Chief of Training, Tom Woolworth who I had met at NNALEA, was a last minute apology, having to attend a meeting interstate. I was hosted by Special Agent Osceola Joseph “O.J.” Martin del Campo and Sergeant Amanda Demontigny, both of whom have been part of the BIA policing for several years and were able to give first hand accounts of working within various tribal departments, including in an emergency replacement role when a department fails. In terms of services provided by the IPA, there are several training options offered. The BIA along with providing direct oversight of programs provides technical assistance and some oversight to law enforcement programs contracted or compacted by tribes under Self-Determination and Self-Government Policy (BIA 2010a).

Memorial for Indian Law Enforcement Officers at the Indian Police Academy

Tribal departments have the option to send new officers to the IPA for initial training, which consists of 16 weeks, covering powers, officer safety, incident management, firearms, driver training and an additional week covering Indian country law. This training is provided cost free to registered tribal departments excepting transportation costs and recruit wages, however some departments chose not to utilise the BIA service, opting instead for local training. I found this to be surprising, considering the cost of training is not free with other service providers and the minimum standards required to employ an officer across any department covered by the BIA.

The IPA also conducts a six week correctional officer course for tribes who run their own corrections facilities. This course covers custody management, high risk prisoner management, fire evacuations, cell entries, transportation and other custodial issues. Again, this is offered free of charge to tribes with an uptake of around 50% of eligible corrections officers, with the rest receiving localised training.
to meet required standards. There is a three week bridging course for experienced officers being hired into tribal police and corrections departments offered, which covers firearm qualifications, Indian county law and other ancillary matters. The participation rate of those officers is also similar to full recruits. The IPA also offers a two week dispatchers course, covering handling emergency situations and general radio operator duties. Considering the world class facility available at Artesia, which is well known amongst tribal law enforcement, I had difficulty in understanding the reluctance of some departments, to avail themselves of the training.

When considering the economic difficulties some tribal police services had in remaining a viable option, coupled with the reliance upon funding grants especially for tribes who didn’t have a significant industry income, I was not convinced that alternative training to that of the IPA was a sensible decision. The competitive nature of US policing coupled with pay scale differences between departments meant that generally tribal police officers were paid at the lower end of market value. What implications this has for the BIA and departments as mentioned previously, was that attrition rates are consistently high across the US for tribal police, with the lure of better money, conditions and employment certainty meaning that officers seldom lasted long term. The BIA IPA curriculum is constantly reviewed to keep currency with legislation changes and professionally prepare officers for the workplace, however to some extent this plays into the hands of policing competitors, with the marketplace knowing that IPA trained officers are on par with other police.

We touched on recruits whose language or literacy skills were lacking. Many first nations members speak a traditional language first, with English being a second or third language at times. The situation is similar to some CPO’s by design of culture with traditional languages generally spoken first, lower completion rates, especially with older community members, of secondary schooling and work experience. The IPA has strategies in place to assist those with difficulties including mentoring, examination resits, language and literacy skills. The attrition rate from the IPA varied from 10% to at times 30%. The average police recruit attrition rate, according to staff nationally runs around 10%.
The importance of having recruits at a centralised facility, with team building, mentoring, peer support and afterhours access to facilities has proven to be worthwhile for the BIA, as with the Sitka and RCMP academies, in keeping students focussed on learning and gaining the maximum from their time there. In terms of my recommendations for the CPO training, I consider it essential that the training is away from the community, due to daily home life distractions, cultural and family reasons. The CPO’s need to be given every opportunity to succeed, to have access to the best facilities and to know that their role is essential and valued. To run a regional based localised training I submit devalues that significantly for the employee. During my time with the IPA we discussed training programs in relation to the CPO’s and how a program might be developed. Again, a central training facility where the access to experts is available more easily than remote training was considered to be essential. I thank all at the IPA for their welcome, information and hospitality. Chief Woolworth should be very proud of his staff and the facility, as stated before it is world class.
Conclusion

The opportunity afforded to me by the Churchill Trust was an amazing experience. When considering this report, how to adequately do justice to all who hosted me, the information gained and how to disseminate it, I remembered back to my initial purpose. To research culturally appropriate indigenous community policing models. I was fortunate to witness first hand some premier success stories of the US and Canadian indigenous policing models to the extent that some information, although relevant, has been condensed for this report. As the officer in Charge of one of the most remote communities in Australia, I am charged with providing a level of policing service delivery to the community that is appropriate and maximises available resources. The loss of CPO’s would devastate that ability, remote fly in, fly out policing does not work and in my personal opinion without CPO’s, one of the great potential public safety programs will be lost.

It follows that I base my recommendations in three parts. Firstly towards the CPO program and how it can be retained, improved and sustain longevity. The second part focussed upon recommendations for the Torres Strait, should it become a stand alone territory as desired by the majority of the community residing there. Thirdly, recommendations based upon the community and administration programs I observed, how they could be modified towards Queensland and adapted into the QPS. As Churchill said ‘The farther backward you can look, the farther forward you are likely to see’. To change a policing system such as the CPO program, without considering the possibility that it can be made workable and still have community ownership is failing to heed the hard lessons learnt during colonial times. Great possibilities exist for the CPO program to thrive and succeed as I discovered the experiences of Canada and the USA during this fellowship.

I again thank all departments and individuals who assisted me before, during and after my time in the USA and Canada. You can be satisfied that your influence from across the globe will assist in the improvement of indigenous policing in Queensland, Australia. I close by expressing my great admiration and appreciation to The Winston Churchill Memorial Trust Executive and staff for their confidence in the subject and the understanding of the potential that this journey could and did uncover.
Recommendations

Part A – Community Police Officers

- The CPO program should remain under the employment of local government, with a variation to the legislation governing it, to allow for enhancement of powers, mandating training standards and funding arrangements.

- It is proposed that certified five year funding agreements are required, indexed for CPI and wage rises.

- The parties to this should be the Queensland Government, the Federal Government, the relevant council employer, the QPS, the QFRS and the QAS.

- A CPO should be required to obtain a Certificate of Community Public Safety within 12 months of employment in order to meet legislative requirements.

- The training should comprise of law and order issues, basic fire fighting, equipment maintenance and a first aid, first responder capability.

- The training should be delivered cost free, with the exception of travelling and accommodation costs, to councils by the QPS, QFRS and QAS in block stages respectively, remote from communities to prevent homeland distractions and allowing access to equipment, experts and peers.

- The training should also cover basic IT usage and require annual recertification.

- CPO’s should have a specific uniform designed, distinct and practical to their roles and duty.

- Operational infrastructure such as buildings, vehicles and equipment should be the supplied by council to a uniform standard, with funding assistance for this from federal or state sources, to be negotiated at the agreement stage.
Legislation should entail that the local Officer in Charge of the QPS, QFRS and QAS can direct an appropriately trained CPO to undertake certain tasks.

A CPO should also be allowed to serve documents under guidance, either personally or via telephone, such as summonses and domestic violence orders.

Consideration be given to the creation of an offence for a person in authority to knowingly use their position to intimidate and attempt to adversely influence the actions of a CPO in the execution of their duty.

**Part B – The Community Recommendations for Future Torres Strait Territory**

A delegation of Torres Strait community leaders consider an exchange program with the Six Nations of the Grand River and the Nishnawbe-Aski Nation to examine their system of administration in terms of government structures, departments, service delivery of education, health, policing, emergency services and ancillary matters to communities.

Any future territory government consider contracting the state of Queensland to provide services such as health, education and policing on an either permanent basis or until a suitable transition can be managed.

**Part C – Queensland Police Service**

The QPS consider approving a trial youth program similar to The Australian Defence Force Navy, Air Force and Army cadets, however to meet a specific police genre within remote and isolated locations.

The QPS consider forming specific partnerships at local levels to facilitate the immediate deployment of specialist support services into a community following a suicide to intervene, counsel and support to prevent escalations.
- The QPS consider selecting annually an appropriate and different Officer in Charge of an indigenous community to attend the NNALEA conference and report back to the Senior Executive on this conference and key recommendations.

- The QPS consider an Indigenous Pre-Cadet Training Program similar to the RCMP model, where indigenous youth can work with the QPS and gain valuable work experience.

- The QPS consider a partnership with indigenous organisations for display at the QPS museum of Aboriginal, Torres Strait Islander and QPS history from the 1800’s to the modern day.

- The QPS consider for remote Queensland communities for a similar type of stand alone locally based youth sports program, self funding with a participation ethos differing from the Cape PCYC or PCYC systems.

- The QPS consider mandating that as part of the induction package for a division, a locality specific cultural awareness package is developed and implemented by local Officers in Charge of communities with a significant indigenous or ethnic population.

- The QPS consider expanding the Justice Entry Program to further regional centres on an outsourced basis such as T.A.F.E. or adult education provider to allow potential recruits with family responsibilities to participate, who may not otherwise attend an academy.
REFERENCES


Queensland Police Service, 2010a. ‘Aboriginal and Torres Strait Islander Traineeships’, Available: 

Royal Canadian Mounted Police, 2010. ‘Aboriginal Youth Training Program’, Available: 


Legislation

The Aboriginal and Torres Strait Islander Communities (Land, Justice and Other Matter) Act 1984 (Qld).