

Research Report

Longitudinal analysis of reports of suspected improper conduct

Michael Riches
Independent Commissioner Against Corruption

February 2023

Office of the
Independent
Commissioner
Against
Corruption NT



Contents

Foreword.....	2
What and why?.....	2
Whistleblowers and anonymity	3
Next steps	4
Credits.....	4
Overview	5
Northern Territory Government Agencies	8
Other Northern Territory Government agencies.....	22
Allegations by region	23
Improper conduct type.....	25
Monthly time series	26
Local Government Sector.....	28
Appendix 2 List of tables.....	39
Appendix 3: List of figures.....	41

Foreword

What and why?

This document provides some detailed information about reports to my office. Reports of improper conduct are my single biggest information source. My ability to understand and address improper conduct is contingent upon people's willingness to bring matters to my attention.

Between 30 November 2018¹ and 31 December 2022, this office received 1467 reports.

Understanding the nature of reports can offer some insights as to the level of understanding of my office and perceptions of impropriety within public bodies. It also assists to identify issues and agencies for which further focus may be needed.

I hope this document assists public bodies, public officers and the public to better understand the nature of reports made to my office. It should generate conversations, particularly within public bodies, about how impropriety in public administration is reported and addressed.

Over the coming months I will publish a further report addressing the action taken by this office on the receipt of reports.

While I expect the content of this document will be useful, it must be read in light of the following limitations.

First and foremost, reports made to my office largely include allegations of improper conduct. Care must be taken not to interpret the making of an allegation as proof that improper conduct has occurred. Nevertheless, the volume and nature of reports may give some indication as to the general perception of impropriety within a public body.

For that reason, the number and nature of reports of improper conduct provide useful information to further explore a public body's corporate culture, perceived levels of impropriety, and steps taken to reduce the risk of improper conduct.

Second, this document only provides information about reports to my office. It does not include reports made within an agency, or to other integrity bodies, such as the Northern Territory Ombudsman, Auditor-General or Commonwealth agencies.

In that respect it cannot represent a complete picture of all allegations of impropriety made in respect of Northern Territory public administration.

Third, while a great deal of care has been taken to prepare this document, our analysis relies upon the accuracy of information provided by reporters.

Finally, information provided in this report is intentionally limited so as to avoid identifying individual reporters, witnesses or persons of interest.

In order to properly understand this document, there are some matters that need to be explained.

¹ The day this office commenced.

The data presented in this document is based entirely upon the information provided in a report. It has not been amended as a consequence of further information obtained by this office in the course of an assessment, investigation or referral. In other words, the data is based upon the reporter's assertions as to the type, number and nature of allegations.

The number of allegations received is higher than the number of reports received. It is common for a single report to include multiple allegations, each of which must be separately considered.

Moreover, one allegation may fit into more than one allegation category. Accordingly one allegation may be recorded in multiple allegation categories. A report, or even an individual allegation, may relate to more than one public body, which is also reflected in the statistics.

Reports about me or my office are not included in this document, because such reports are made to the Independent Inspector and are reported in the Inspector's annual report.

While I have included some observations about different data sets, the purpose of providing the raw data is to allow the reader to form their own view, bearing in mind the comments I have already made.

Whistleblowers and anonymity

I think it important to comment about potential barriers to reporting.

A public officer who makes a report to my office in accordance with mandatory reporting directions is a protected person under the *Independent Commissioner Against Corruption Act 2017* (ICAC Act). As a protected person, that public officer has certain protections.

Persons who make non-mandatory reports to my office, or to a range of other entities, may also be protected persons.

The protections offered under the ICAC Act include immunity from civil, criminal or disciplinary action in respect of the making of a disclosure, and protection from retaliation against the whistleblower.

Nevertheless, it is not lost on me that many public officers are reluctant to report wrongdoing. For that reason, I am confident that I do not receive reports about all suspected impropriety.

Last month I announced a review of whistleblowing in the Northern Territory. That review is designed to better understand the particular risks and perceptions that arise in the Northern Territory and will, I hope, lead to the development of better and more targeted directions and guidelines.

In the meantime, I remind everyone that reports can be made anonymously. It is not necessary to identify yourself when making a report. However, making an anonymous report does carry a greater risk that action will not be taken. That is so because the reporter may not have provided sufficient information to justify the taking of action. In the absence of contact information, it is not possible to seek clarification or further information.

I encourage any person who wishes to make an anonymous report to at least provide one form of contact information. Most commonly people create a private email address using one of the many publicly available email services. In that way anonymity can be maintained, but the ability to contact a reporter to obtain additional information remains possible.

Next steps

I encourage all public officers, and in particular public leaders, to use this document to generate discussion about risks and perceptions of impropriety in their agency. The following questions might be useful:

- Are you surprised by the number (or absence) of reports made to the OICAC?
- What do you think drives (or discourages) public officers to report?
- Does the nature of reports made align with your perception of integrity risks in your agency?
- What steps can your agency take to a) improve public officers' willingness to report and b) reduce the risks of improper conduct in the agency?

I look forward to meeting individually with heads of public bodies over the coming months to further discuss this report.

Credits

I want to acknowledge and thank Eric Vo of my office for his significant effort in preparing the data for this report.



Michael Riches

Independent Commissioner Against Corruption

Overview

Table 1: Number of reports grouped by year received and subject organisation

	2018^	2019	2020	2021	2022	Total	2018^	2019	2020	2021	2022	Total
Sector / organisation name	Number of reports						% of total reports for each year (column)					
Northern Territory Government (TG) Sector	35	293	207	236	214	985	71	67	60	69	72	67
Northern Territory Police, Fire and Emergency Services	10	55	45	70	51	231	20	13	13	20	17	16
Department of Health	3	47	37	42	38	167	6	11	11	12	13	11
Department of the Attorney-General and Justice	7	45	28	22	30	132	14	10	8	6	10	9
Department of Infrastructure, Planning and Logistics	6	37	18	21	16	98	12	9	5	6	5	7
Department of Education	1	17	14	22	25	79	2	4	4	6	8	5
Department of Industry, Tourism and Trade	1	29	8	11	10	59	2	7	2	3	3	4
Department of Territory Families, Housing and Communities	2	14	16	11	11	54	4	3	5	3	4	4
Department of Corporate and Digital Development		5	15	11	14	45	0	1	4	3	5	3
Department of the Chief Minister and Cabinet	1	5	4	12	6	28	2	1	1	3	2	2
Power and Water Corporation		10	7	5	3	25	0	2	2	1	1	2
Department of Local Government, Housing and Community Development ²	1	11	4	-	-	16	2	3	1	0	0	1
Department of the Legislative Assembly		5	4	2	3	14	0	1	1	1	1	1
Department of Environment, Parks and Water Security		4	3		5	12	0	1	1	0	2	1
Office of the Commissioner for Public Employment	1	3	2	1	1	8	2	1	1	0	0	1
Northern Territory Electoral Commission	1	2	4		1	8	2	0	1	0	0	1
Ombudsman NT	1	2	2	2		7	2	0	1	1	0	0
Territory Generation		3		2	1	6	0	1	0	1	0	0
Department of Treasury and Finance		1	1	2		4	0	0	0	1	0	0
Land Development Corporation		1		1		2	0	0	0	0	0	0
Auditor-General's Office				1		1	0	0	0	0	0	0
Jacana Energy					1	1	0	0	0	0	0	0
Local Government Sector	4	33	32	35	30	134	8	8	9	10	10	9
City of Darwin Council	2	4	4	9	5	24	4	1	1	3	2	2
Tiwi Islands Regional Council		4	13	2	3	22	0	1	4	1	1	1
Roper Gulf Regional Council		4	3	2	6	15	0	1	1	1	2	1
Alice Springs Town Council	1	1	4	3	4	13	2	0	1	1	1	1
Barkly Regional Council			2	3	5	10	0	0	1	1	2	1
City of Palmerston Council	1	6	1			8	2	1	0	0	0	1
Litchfield Council		2		3	3	8	0	0	0	1	1	1
Central Desert Regional Council		5		2		7	0	1	0	1	0	0
West Arnhem Regional Council			1	5	1	7	0	0	0	1	0	0
East Arnhem Regional Council		1	1	2	1	5	0	0	0	1	0	0
West Daly Regional Council		1	1	2		4	0	0	0	1	0	0
Victoria Daly Regional Council		2	1		1	4	0	0	0	0	0	0

²This Department ceased to exist in 2020.

MacDonnell Regional Council	1		2		3		0	0	0	1	0	0
Katherine Town Council	2	1			3		0	0	0	0	0	0
Wagait Shire Council				1	1		0	0	0	0	0	0
Universities ³	1	2	15	9	9	36	2	0	4	3	3	2
Member of the Legislative Assembly	1	6	15	5	6	33	2	1	4	1	2	2
Other	8	104	82	64	42	300	16	24	24	19	14	20
Total	49	435	343	344	296	1467	100	100	100	100	100	100

^ - 2018 is part year – reports started to be received by the OICAC from 30 November 2018.

Observations

- Most of the reports relating to the Department of Attorney-General and Justice relate to correctional institutions.

³ ‘Universities’ refers to Charles Darwin University and Batchelor Indigenous Institute of Tertiary Education.
Page | 6



Table 2: Number of allegations grouped by year received and category of allegation

	2018	2019	2020	2021	2022	Total	2018	2019	2020	2021	2022	Total
Allegation category	Number of allegations						% of total allegations for each year (column)					
Inappropriate performance of functions	10	91	110	140	113	464	20	20	24	33	33	27
Conflict of interest	5	95	92	84	67	343	10	20	20	20	20	20
Breach of PSEMA ⁴ / code of conduct	4	41	76	84	82	287	8	9	17	20	24	17
Dishonesty	8	43	48	67	50	216	16	9	10	16	15	12
Misuse of resources	1	62	53	58	37	211	2	13	12	14	11	12
Recruitment	3	46	49	58	41	197	6	10	11	14	12	11
Breach of public trust	4	25	46	53	61	189	8	5	10	13	18	11
HR ⁵ / discipline	4	49	39	52	30	174	8	11	8	12	9	10
Police misconduct	8	32	44	56	17	157	16	7	10	13	5	9
Criminal conduct	2	27	35	60	31	155	4	6	8	14	9	9
Procurement	5	53	44	27	26	155	10	11	10	6	8	9
Fraud		54	23	40	34	151	0	12	5	9	10	9
Misuse of information	5	25	36	29	20	115	10	5	8	7	6	7
Incompetence / negligence	4	27	37	22	20	110	8	6	8	5	6	6
Misuse of grants / funding		43	24	20	10	97	0	9	5	5	3	6
Abuse of power	2	17	17	21	29	86	4	4	4	5	9	5
Not improper conduct	4	8	22	23	26	83	8	2	5	5	8	5
Employment dishonesty		15	26	25	13	79	0	3	6	6	4	5
Judicial / courts	3	14	10	1	7	35	6	3	2	0	2	2
Bribery	2	13	2	2	2	21	4	3	0	0	1	1
Anti-democratic conduct	1		12	3	1	17	2	0	3	1	0	1
Collusive tendering	2	6	4	3		15	4	1	1	1	0	1
Licence, permit or other authority application		9	1	5		15	0	2	0	1	0	1
Gifts and benefits		2	4	3	4	13	0	0	1	1	1	1
Outside employment		1	2	3	6	12	0	0	0	1	2	1
Retaliation / reprisal	1	1	2	6	1	11	2	0	0	1	0	1
Contract / civil litigation					1	1	0	0	0	0	0	0
Grand Total	49	464	459	423	338	1733	100	100	100	100	100	100

Observations

- The alleged inappropriate performance of functions and failure to properly manage conflicts of interest are consistently the highest categories of allegation.
- There was an increase in the volume of allegations categorised as inappropriate performance of official functions. That increase is largely attributable to reports about the Government's response to the COVID-19 pandemic.
- Inappropriate performance of official function is a broad category used to refer to allegations where a public officer's conduct is seen as contradicting public expectation or using their position inappropriately to influence a process or outcome.
- A spike in allegations of anti-democratic conduct occurred during and after the 2020 general election.

⁴ Public Sector Employment Management Act 1993.

⁵ Human Resources.

Northern Territory Government Agencies

Table 3: Total number of reports compared to average number of Northern Territory Public Sector (NTPS) staff employed for quarter ending June 2022

Sector / organisation name	Number of reports 2018-2022	NTPS staff employed average June quarter 2022	Reports per 1000 staff member
Northern Territory Electoral Commission	8	11	727
Ombudsman NT	7	17	412
Auditor-General's Office	1	4	250
Department of the Legislative Assembly	14	98	143
Land Development Corporation	2	18	111
Department of Infrastructure, Planning and Logistics	98	897	109
Northern Territory Police, Fire and Emergency Services	231	2261	102
Department of the Attorney-General and Justice	132	1360	97
Department of Industry, Tourism and Trade	59	740	80
Department of the Chief Minister and Cabinet (including OCPE)	36	492	73
NTG Sector	985	22467	44
Department of Territory Families, Housing and Communities	54	1272	42
Department of Corporate and Digital Development	45	1161	39
Department of Treasury and Finance	4	120	33
Territory Generation	6	183	33
Power and Water Corporation	25	815	31
Department of Environment, Parks and Water Security	12	543	22
Department of Health	167	7955	21
Department of Education	79	4413	18
Jacana Energy	1	77	13
Aboriginal Areas Protection Authority	0	30	0
Department of Local Government, Housing and Community Development ⁶	16	N/A*	N/A

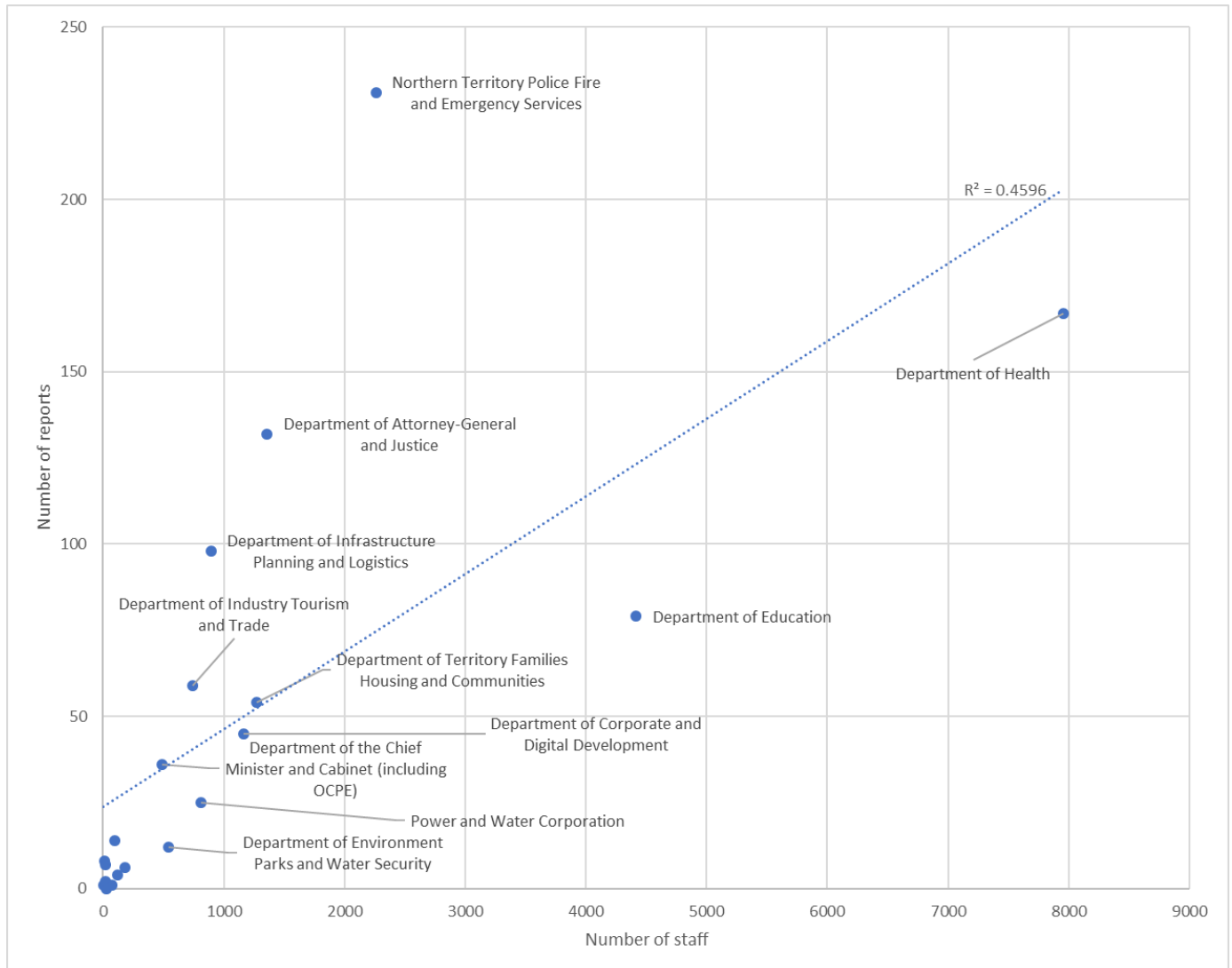
Observations

- The average number of reports per 1000 public sector employees was 44.
- A high number of reports may be indicative of higher levels of perceived wrongdoing but that is not the only explanation. It may reflect a cultural willingness to call out poor behaviour or it may be reflective of the challenging nature of the services provided by the agency.

⁶ Historical reports only as this agency no longer exists.

- Similarly, while low levels of reporting may indicate a public body experiences little improper conduct, it could also signify a lack of understanding about reporting, or a lack of willingness to report.
- A number of smaller agencies may appear to be over-represented in the number of reports per 1000 staff employed. Due to the small size of some agencies, a small volume of reports can have a significant impact upon these statistics.

Figure 1: Total number of reports / employed staff linear regression-NTPS Sector



Observations

- The linear regression suggests a loose but positive correlation between number of staff employed and the number of reports of suspected improper conduct
- The two largest NTPS agencies, the Department of Health and the Department of Education appear significantly below the regression line. It is premature to draw any conclusions about why this might be the case.

Table 4: Northern Territory Police, Fire and Emergency Services (NTPFES) number of reports grouped by year received and category of allegations

	2018	2019	2020	2021	2022	Total
Police misconduct	8	32	31	49	17	137
Inappropriate performance of functions	3	4	3	26	20	56
Criminal conduct	1	6	6	20	7	40
Dishonesty	1	3	4	13	7	28
Breach of public trust		1	4	13	7	25
Conflict of interest		4	7	11	3	25
Breach of PSEMA / code of conduct		4	7	6	4	21
Abuse of power		2	4	7	6	19
Misuse of information	1	3	2	5	6	17
Recruitment		2	4	7	2	15
HR / discipline	1	4	4	3	3	15
Misuse of resources		2	5	4	1	12
Incompetence / negligence		2	3	3	2	10
Not improper conduct		1	2	1	5	9
Procurement		3	2		2	7
Fraud		1	1	1	4	7
Judicial / courts		2	1			3
Bribery		2				2
Outside employment		1			1	2
Misuse of grants / funding		1				1
Employment dishonesty				1		1
Total	10	55	45	70	51	231

Observations

- NTPFES is the subject agency with the highest number of reports over the reporting period.
- Policing agencies around the country are routinely the subject of a high number of reports.

Table 5: Department of Health (DoH) number of reports grouped by year received and category of allegations

Category (no)	2018	2019	2020	2021	2022	Total
Breach of PSEMA / code of conduct		11	7	16	12	46
Conflict of interest		16	11	6	10	43
Inappropriate performance of functions	2	5	6	17	11	41
Recruitment		9	10	11	9	39
HR / discipline		17	10	10	2	39
Employment dishonesty		6	12	7	6	31
Misuse of resources		5	3	9	6	23
Criminal conduct		4	4	7	7	22
Fraud		6	3	7	5	21
Dishonesty		1	3	9	6	19
Procurement		5	6	3	4	18
Incompetence / negligence	1	3	2	5	4	15
Breach of public trust		1	2	4	3	10
Misuse of information		2	4	1	1	8
Not improper conduct				3	2	5
Abuse of power				3	2	5
Misuse of grants / funding		1	1			2
Gifts and benefits			1		1	2
Outside employment			1		1	2
Judicial / courts	1					1
Total	3	47	37	42	38	167

Table 6: Department of the Attorney – General and Justice (DAGJ) number of reports grouped by year received and category of allegations

Category (no)	2018	2019	2020	2021	2022	Total
Inappropriate performance of functions	1	12	16	10	14	53
Breach of PSEMA / code of conduct	3	10	8	8	13	42
Conflict of interest		10	6	4	4	24
Breach of public trust	1	5	1	7	7	21
HR / discipline	1	7	1	5	4	18
Dishonesty	1	4	4	2	7	18
Misuse of resources		5	4	4	3	16
Incompetence / negligence	2	4	2	2	3	13
Criminal conduct		3	3	5	2	13
Abuse of power		4	4	2	2	12
Misuse of information	1	4		1	3	9
Recruitment	1	3	1	1	2	8
Judicial / courts		1	1	1	4	7
Not improper conduct			1	1	4	6
Fraud		2		1	3	6
Employment dishonesty		1	2		2	5
Bribery	1	3				4
Outside employment			1		2	3
Licence, permit or other authority application		1	1			2
Gifts and benefits		1				1
Anti-democratic conduct					1	1
Collusive tendering				1		1
Total	7	45	28	22	30	132

Table 7: Department of Infrastructure, Planning and Logistics (DIPL) number of reports grouped by year received and category of allegations

Category (no)	2018	2019	2020	2021	2022	Total
Procurement	5	26	7	6	5	49
Conflict of interest		7	3	7	5	22
Inappropriate performance of functions		5	3	9	4	21
Dishonesty	2	5	1	6	2	16
Misuse of resources	1	3	3	4	3	14
Breach of PSEMA / code of conduct			2	8	2	12
Breach of public trust	1		3	2	4	10
Incompetence / negligence	1	2	4	2	1	10
Misuse of grants / funding		7	2			9
HR / discipline			1	3	2	6
Licence, permit or other authority application		4		2		6
Collusive tendering	2	3		1		6
Fraud		1	1	2	2	6
Criminal conduct		2		1	2	5
Employment dishonesty			2	3		5
Bribery	1	4				5
Abuse of power		1	1	2	1	5
Not improper conduct			1	1	2	4
Recruitment		2			1	3
Misuse of information			2	1		3
Gifts and benefits				2		2
Total	6	37	18	21	16	98

Table 8: Department of Education (DoE) number of reports grouped by year received and category of allegations

Category (no)	2018	2019	2020	2021	2022	Total
Conflict of interest		6	5	7	8	26
Inappropriate performance of functions		7	3	7	7	24
Misuse of resources		9	5	6	4	24
Dishonesty		7	6	6	4	23
Recruitment		2	2	9	5	18
Breach of public trust		1	3	1	10	15
Breach of PSEMA / code of conduct		1		6	8	15
Fraud		3	1	2	3	9
HR / discipline		1	1	5	2	9
Procurement		3	1		3	7
Abuse of power	1	1			3	5
Misuse of information		1	2		1	4
Incompetence / negligence		1	2	1		4
Criminal conduct	1	1		2		4
Employment dishonesty		1	1	1		3
Retaliation / reprisal			1	1		2
Misuse of grants / funding		1			1	2
Not improper conduct				1		1
Grand Total	1	17	14	22	25	79

Table 9: Department of Industry, Tourism and Trade (DITT) number of reports grouped by year received and category of allegations

Category (no)	2018	2019	2020	2021	2022	Total
Conflict of interest		9	2	2	7	20
Inappropriate performance of functions		6	2	4	6	18
Misuse of grants / funding		5	2	1	2	10
Misuse of information		5	2		2	9
HR / discipline	1	4	1	2		8
Dishonesty		1	1	2	3	7
Breach of PSEMA / code of conduct	1	1	2	1	1	6
Procurement		1	1	2	1	5
Breach of public trust			2	1	2	5
Misuse of resources		2		2		4
Recruitment		3		1		4
Abuse of power		2			1	3
Incompetence / negligence		1	1	1		3
Fraud		1		1	1	3
Licence, permit or other authority application		1		2		3
Criminal conduct				2		2
Not improper conduct			2			2
Employment dishonesty				1		1
Retaliation / reprisal					1	1
Collusive tendering				1		1
Grand Total	1	29	8	11	10	59

Table 10: Department of Territory Families, Housing and Communities (DTFHC) number of reports grouped by year received and category of allegations

Category (no)	2018	2019	2020	2021	2022	Total
Breach of PSEMA / code of conduct		2	9	3	6	20
Inappropriate performance of functions	2	4	4	3	5	18
Conflict of interest		2	2	4	3	11
HR / discipline		1	6	3	1	11
Fraud		6	1	3		10
Employment dishonesty		3	2	3	1	9
Recruitment		2	1	3	1	7
Breach of public trust	1	1	2		3	7
Dishonesty			2		4	6
Misuse of information			5	1		6
Criminal conduct			3		2	5
Outside employment				3	1	4
Misuse of resources		1			2	3
Abuse of power				1	2	3
Misuse of grants / funding		2		1		3
Not improper conduct				2		2
Bribery		1				1
Procurement			1			1
Judicial / courts		1				1
Incompetence / negligence		1				1
Grand Total	2	14	16	11	11	54

Table 11: Department of Corporate and Digital Development (DCDD) number of reports grouped by year received and category of allegations

Category (no)	2018	2019	2020	2021	2022	Total
Dishonesty		3	4	3	4	14
Breach of PSEMA / code of conduct		1	5	3	4	13
Misuse of resources		5	3	2	2	12
Inappropriate performance of functions			5	3	2	10
Incompetence / negligence		1	4	2	1	8
Recruitment			1	4	3	8
Employment dishonesty			3	4	1	8
Misuse of information			3	2	2	7
HR / discipline			1	1	3	5
Procurement			3	1		4
Conflict of interest				3	1	4
Fraud			1	2	1	4
Misuse of grants / funding			1			1
Abuse of power					1	1
Bribery				1		1
Breach of public trust					1	1
Grand Total	0	5	15	11	14	45

Table 12: Department of the Chief Minister and Cabinet (DCMC) number of reports grouped by year received and category of allegations

Category (no)	2018	2019	2020	2021	2022	Total
HR / discipline			1	4	4	9
Conflict of interest	1	2	3		2	8
Inappropriate performance of functions	1	1	1	4	1	8
Breach of PSEMA / code of conduct			1	4	3	8
Breach of public trust			2	4		6
Misuse of information		1	1	3		5
Misuse of resources		1	1	1	2	5
Dishonesty			1	2	2	5
Recruitment		1	1		2	4
Procurement		1	1	1		3
Criminal conduct			1		2	3
Employment dishonesty				1	1	2
Retaliation / reprisal				1		1
Fraud					1	1
Outside employment					1	1
Misuse of grants / funding				1		1
Abuse of power				1		1
Grand Total	1	5	4	12	6	28

Table 13: Power and Water Corporation (PAWC) number of reports grouped by year received and category of allegations

Category (no)	2018	2019	2020	2021	2022	Total
Inappropriate performance of functions		6	2	3	1	12
Conflict of interest		5	3	1	1	10
Criminal conduct		5	2	2		9
Recruitment		4	2		2	8
HR / discipline		2		3		5
Procurement		2	2			4
Breach of PSEMA / code of conduct			1	3		4
Dishonesty		2	2			4
Fraud			1	1		2
Misuse of information				2		2
Bribery			1			1
Collusive tendering			1			1
Breach of public trust				1		1
Misuse of resources				1		1
Grand Total	0	10	7	5	3	25

Table 14: Previous Department of Local Government, Housing and Community Development (DLGHCD) number of reports grouped by year received and category of allegations

Category (no)	2018	2019	2020	2021	2022	Total
Recruitment		3	1			4
Inappropriate performance of functions		1	3			4
HR / discipline		1	2			3
Procurement		3				3
Incompetence / negligence		2	1			3
Fraud		2				2
Dishonesty	1	1				2
Misuse of resources		1				1
Conflict of interest		1				1
Breach of PSEMA / code of conduct			1			1
Misuse of information		1				1
Grand Total	1	11	4	0	0	16

Observations

- DLGHCD is no longer an active department. Table 14 shows historical reporting data that has not been reallocated to current agencies.

Table 15: Department of the Legislative Assembly (DLA) number of reports grouped by year received and category of allegations

Category (no)	2018	2019	2020	2021	2022	Total
Breach of public trust		1	1	1	3	6
Inappropriate performance of functions		1	1		1	3
Misuse of resources		2		1		3
HR / discipline		2				2
Criminal conduct					2	2
Conflict of interest		1		1		2
Dishonesty				1	1	2
Misuse of information			1			1
Procurement		1				1
Abuse of power					1	1
Breach of PSEMA / code of conduct			1			1
Fraud			1			1
Bribery					1	1
Grand Total	0	5	4	2	3	14

Table 16: Department of Environment, Parks and Water Security (DEPWS) number of reports grouped by year received and category of allegations

Category (no)	2018	2019	2020	2021	2022	Total
Inappropriate performance of functions		3	1		3	7
Breach of PSEMA / code of conduct		2			2	4
Breach of public trust					3	3
Criminal conduct		1	1			2
Misuse of grants / funding			2			2
Misuse of resources					1	1
Incompetence / negligence					1	1
Dishonesty			1			1
Procurement					1	1
Fraud		1				1
HR / discipline			1			1
Grand Total	0	4	3	0	5	12

Other Northern Territory Government agencies

The remaining agencies are not tabled as they have less than 10 reports total since the office started receiving reports to date.

Table 17: Reporting by public officers – all organisation types

	Number of reports			% Public officer
	Not a public officer	Public officer	Total	
2018	46	3	49	6
2019	278	157	435	36
2020	151	192	343	56
2021	103	241	344	70
2022	78	218	296	74
Grand Total	656	811	1467	55

Observations

- There has been a steady increase in the proportion of reports coming from public officers. That may reflect a greater understanding, and willingness, amongst public officers to report a matter to the Office of the Independent Commissioner Against Corruption (OICAC).

Allegations by region

Table 18: Number of allegations grouped by year received and broad region of allegation and type of subject organisation

	2018	2019	2020	2021	2022	Total	2018	2019	2020	2021	2022	Total
Sector / organisation name	Number of allegations						% of parent row total					
NTG Sector	35	308	283	284	244	1154	71	66	62	67	72	67
Top End	27	225	197	194	182	825	77	73	70	68	75	71
Central Australia	3	42	63	43	38	189	9	14	22	15	16	16
Big Rivers	2	20	9	17	14	62	6	6	3	6	6	5
Barkly	1	5	5	19	6	36	3	2	2	7	2	3
East Arnhem	2	10	9	10	3	34	6	3	3	4	1	3
Not stated		6		1	1	8	0	2	0	0	0	1
Local Government Sector	4	40	45	48	33	170	8	9	10	11	10	10
Top End	3	23	27	29	17	99	75	58	60	60	52	58
Big Rivers		9	11	2	6	28	0	23	24	4	18	16
Central Australia	1	7	4	10	4	26	25	18	9	21	12	15
Barkly			2	4	5	11	0	0	4	8	15	6
East Arnhem		1	1	3	1	6	0	3	2	6	3	4
Universities	1	2	16	9	10	38	2	0	3	2	3	2
Top End	1	2	16	7	9	35	100	100	100	78	90	92
Big Rivers				2		2	0	0	0	22	0	5
Not yet classified					1	1	0	0	0	0	10	3
Member of the Legislative Assembly	1	6	16	6	6	35	2	1	3	1	2	2
Top End	1	6	11	2	6	26	100	100	69	33	100	74
Central Australia			3	4		7	0	0	19	67	0	20
Big Rivers			1			1	0	0	6	0	0	3
East Arnhem			1			1	0	0	6	0	0	3
Other	8	108	99	76	45	336	16	23	22	18	13	19
Top End	6	87	72	57	36	258	75	81	73	75	80	77
Central Australia	2	8	18	7	6	41	25	7	18	9	13	12
Big Rivers		3	2	9	1	15	0	3	2	12	2	4
Not stated		6	2		1	9	0	6	2	0	2	3
East Arnhem		4	2	1		7	0	4	2	1	0	2
Barkly			2			2	0	0	2	0	0	1
Not classified				1	1	2	0	0	0	1	2	1
Other			1	1		2	0	0	1	1	0	0
Grand Total	49	464	459	423	338	1733	100	100	100	100	100	100

Table 19: Percentage of allegations grouped by year received and broad region of allegation where NTG Sector organisation is the subject of the allegation

Region	2018	2019	2020	2021	2022	Total	NTPS Officers ⁷	Comparison Total to NTPS location
Top End ⁸	77	73	70	68	75	71.5	71.5	-0.0
Central Australia	9	14	22	15	16	16.4	16.8	-0.4
Big Rivers	6	6	3	6	6	5.4	5.8	-0.4
Barkly	3	2	2	7	2	3.1	2.1	1.0
East Arnhem	6	3	3	4	1	2.9	3.7	-0.8
Not stated	0	2	0	0	0	0.7	0.0	0.7

⁷ Data from OCPE State of the Service 2021-22 Report

⁸ Includes Darwin, Palmerston and Litchfield

Improper conduct type

Figure 2: Number of allegations grouped by initial assigned improper conduct type and year report received for all organisations

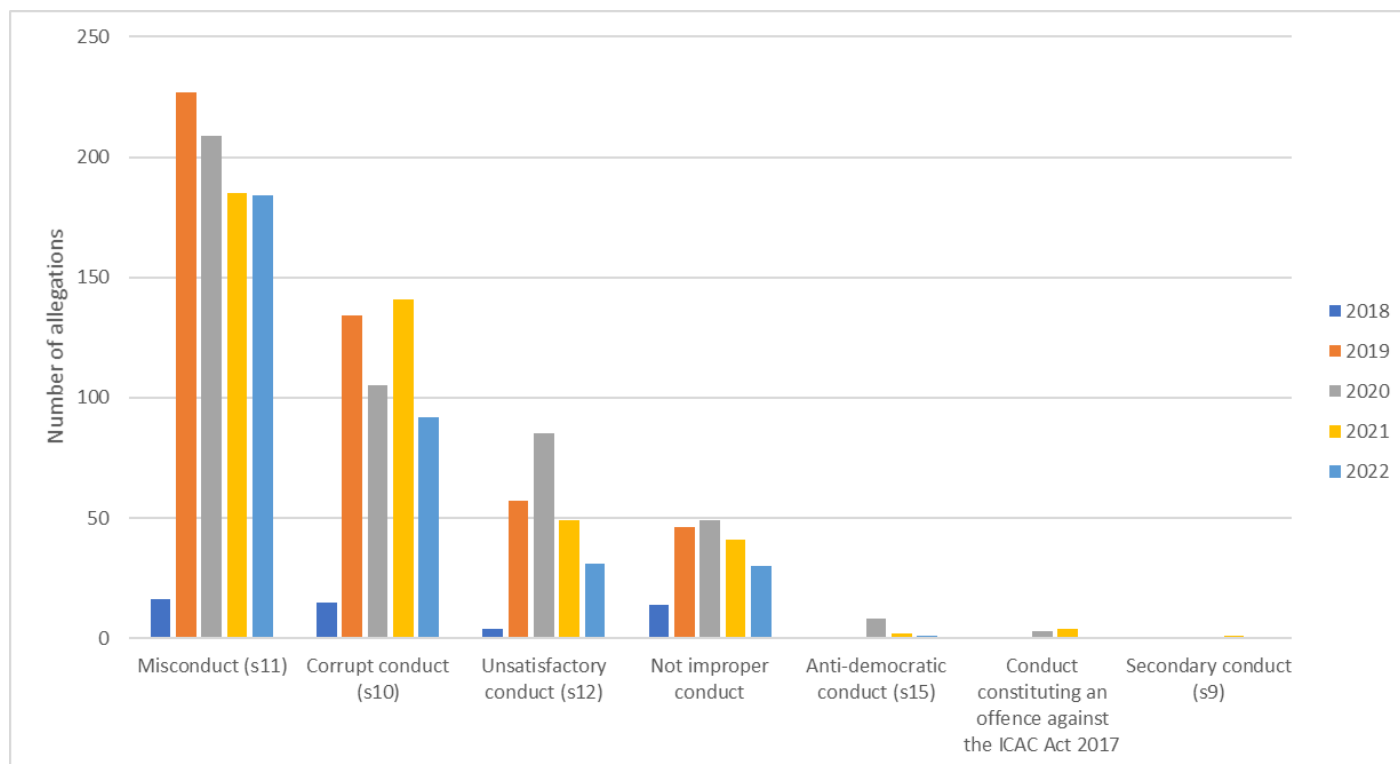


Table 20: Percentage of allegations grouped by initial assessed improper conduct type and year of date report received for all organisations

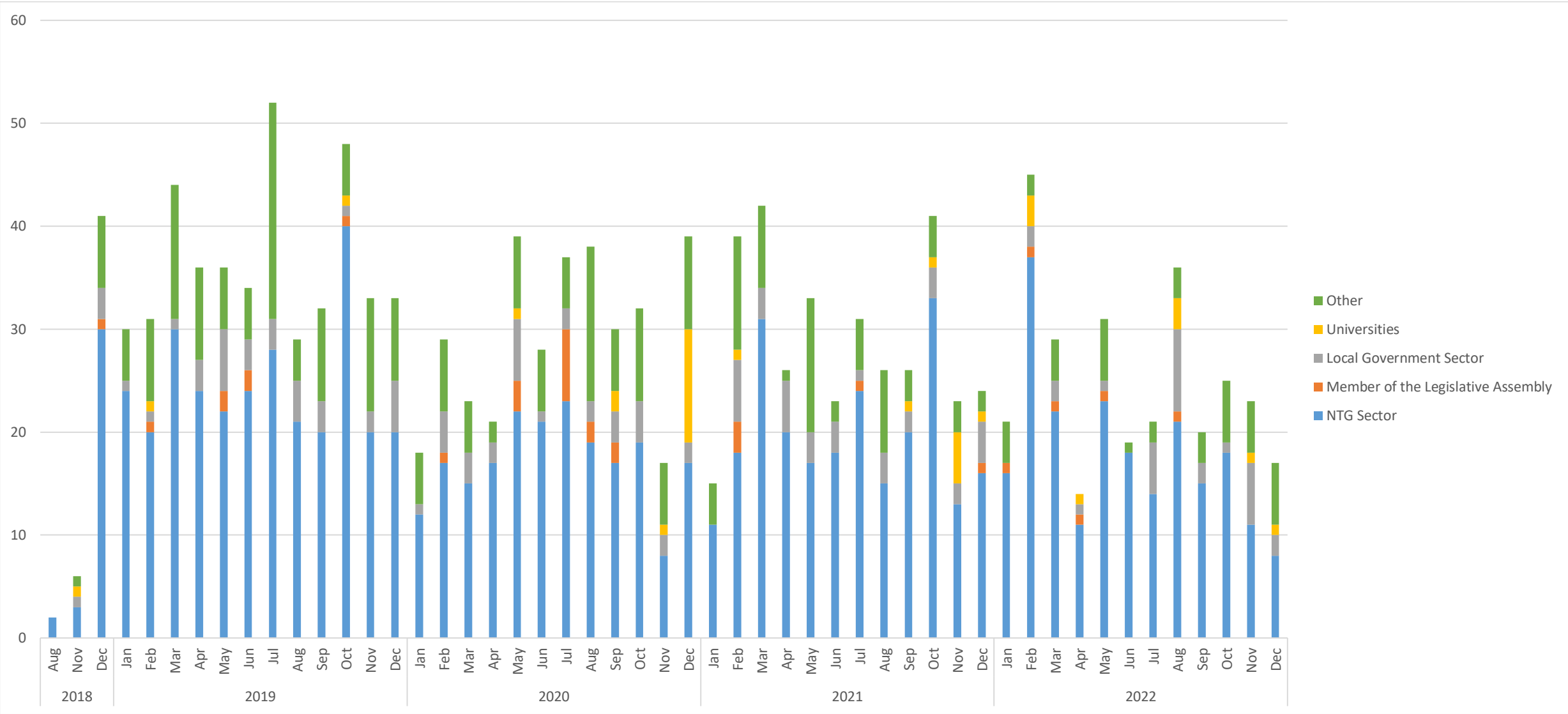
Improper conduct type (%)	2018	2019	2020	2021	2022	Total
Misconduct (s11)	33	49	46	44	54	47
Corrupt conduct (s10)	31	29	23	33	27	28
Unsatisfactory conduct (s12)	8	12	19	12	9	13
Not improper conduct	29	10	11	10	9	10
Anti-democratic conduct (s15)	0	0	2	0	0	1
Conduct constituting an offence against the ICAC Act 2017	0	0	1	1	0	0
Secondary conduct (s9)	0	0	0	0	0	0

Observations

- The delineation between corrupt conduct, misconduct, unsatisfactory conduct and anti-democratic conduct is almost impossible to determine at the report stage. Such forms of improper conduct are often intertwined and generally do not become apparent until after further inquiry.
- Nevertheless, alleged misconduct is consistently the highest type of improper conduct reported to the office.
- There has been one allegation of secondary conduct in 2021, which is rounded down to 0 per cent in Table 20. Secondary conduct is where responsibility is extended to those who may contribute towards another engaging in improper conduct.

Monthly time series

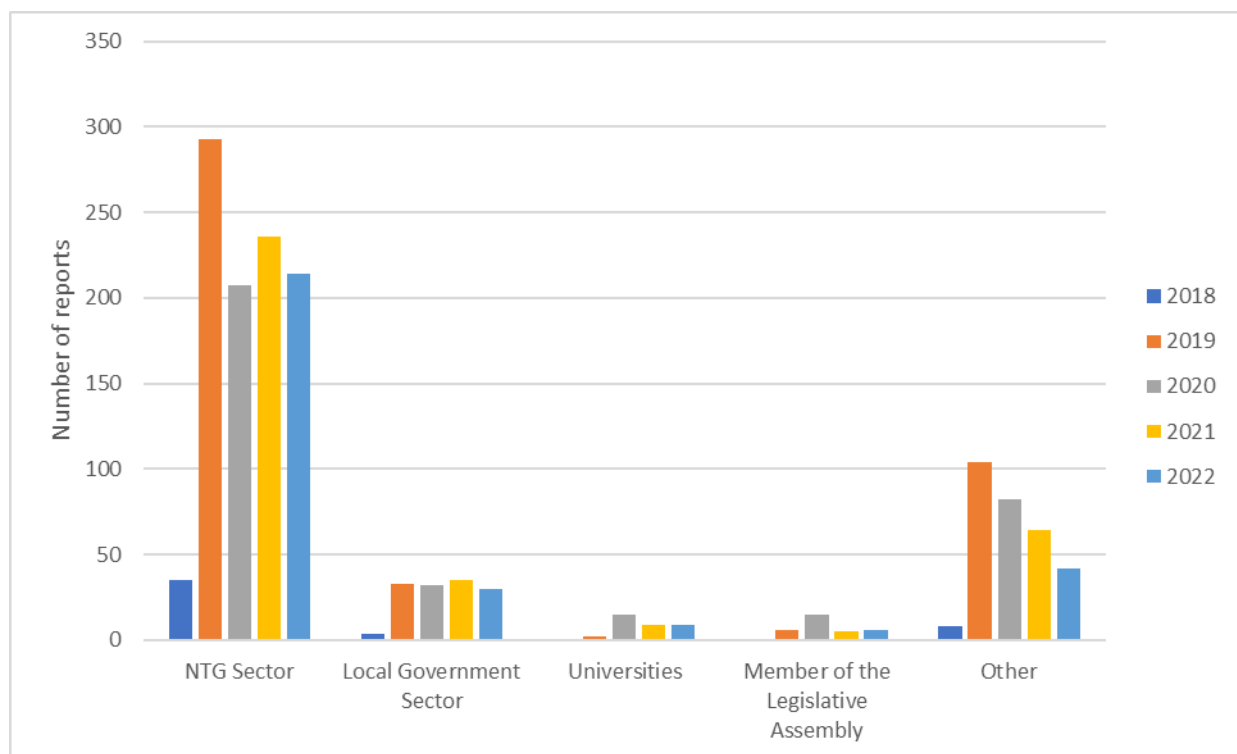
Figure 3: Time series of reports received grouped by month received for all organisations



Observations

- A small number of matters were received prior to the commencement of the office. Those reports were not actioned until the office commenced operations.
- The maximum number of reports received in a month was July 2019 with 52 reports. A number of reports were made by NT Police relating to historic matters.
- The monthly average for the full years 2019 to 2022 inclusive was just under 36 reports.
- Notable events
 - October 2019 – First Performance Report
 - June 2020 – First major investigation report – Investigation into the conduct of the Speaker of the Legislative Assembly
 - July 2021 – Commissioner Riches commences
 - October 2021 – COVID-19 vaccine mandate
 - February 2022 – Mandatory Reporting Directions and Guidelines for Public Officers updated

Figure 4: Number of reports time series by organisation type



- Reports relating to 'other' matters most frequently include allegations about people and entities outside of the ICAC's jurisdiction.
- The increase in the proportion of reports being made by public officers, combined with a gradual decrease in reports about matters outside jurisdiction, may indicate a gradual improvement in the understanding amongst public officers of the ICAC's role and reporting obligations.

Local Government Sector

Table 21: Number of reports grouped by year received and Local Government Council

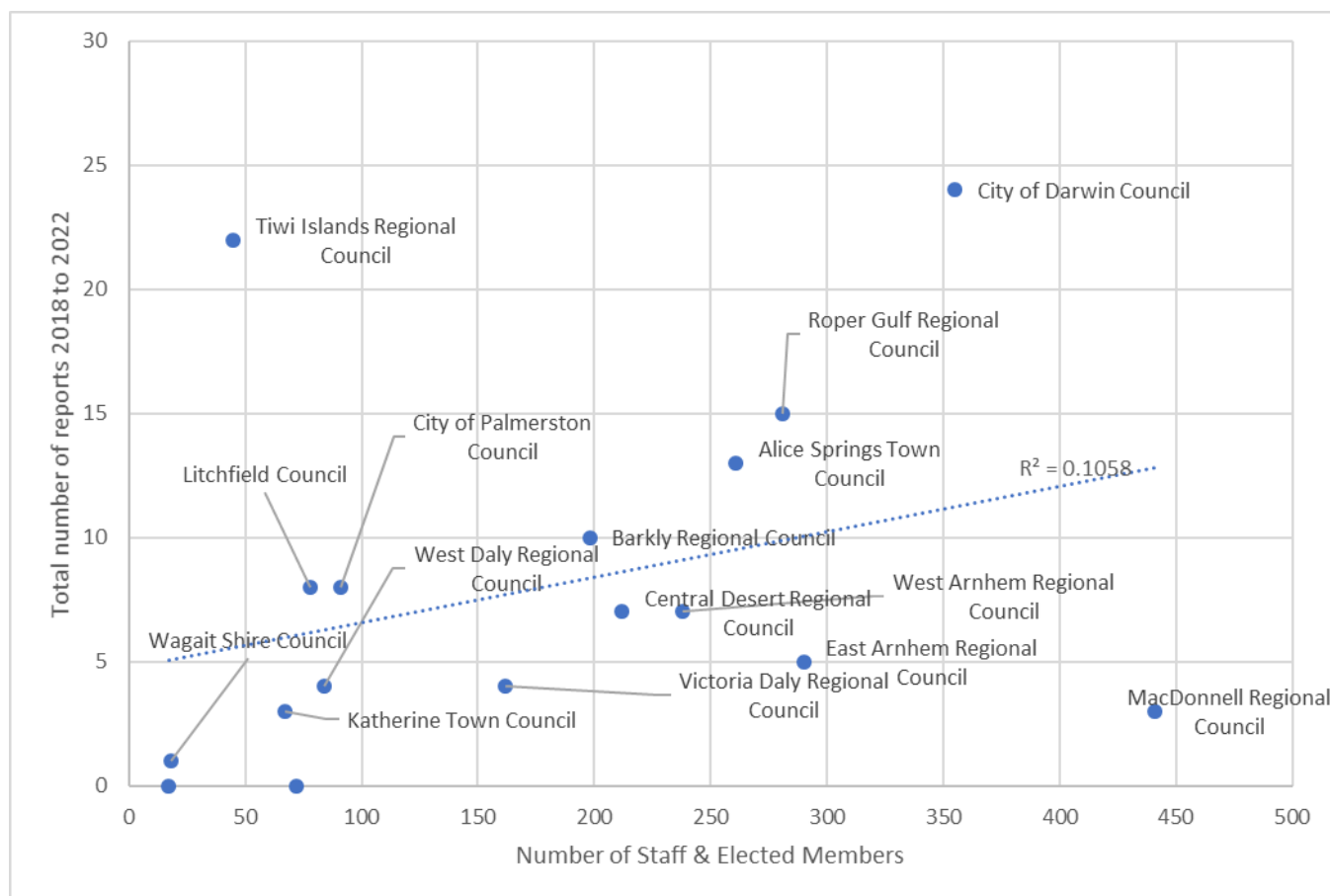
Council	2018	2019	2020	2021	2022	Grand Total
City of Darwin Council	2	4	4	9	5	24
Tiwi Islands Regional Council		4	13	2	3	22
Roper Gulf Regional Council		4	3	2	6	15
Alice Springs Town Council	1	1	4	3	4	13
Barkly Regional Council			2	3	5	10
City of Palmerston Council	1	6	1			8
Litchfield Council		2		3	3	8
Central Desert Regional Council		5		2		7
West Arnhem Regional Council			1	5	1	7
East Arnhem Regional Council		1	1	2	1	5
West Daly Regional Council		1	1	2		4
Victoria Daly Regional Council		2	1		1	4
MacDonnell Regional Council		1		2		3
Katherine Town Council		2	1			3
Wagait Shire Council					1	1
Belyuen Community Government Council	0	0	0	0	0	0
Coomalie Community Government Council	0	0	0	0	0	0
Grand Total	4	33	32	35	30	134

Table 22: Number of reports with Local Government Council (LGC) subject per 1000 staff / elected member in each respective Local Government Council over 2018-2022

Council	Total reports 2018-2022	Council staff and elected members	Reports per 1000 staff/members
Tiwi Islands Regional Council	22	45	489
Litchfield Council	8	78	103
City of Palmerston Council	8	91	88
City of Darwin Council	24	355	68
Wagait Shire Council	1	18	56
Roper Gulf Regional Council	15	281	53
Barkly Regional Council	10	198	51
Alice Springs Town Council	13	261	50
West Daly Regional Council	4	84	48
Grand Total	134	2910	46
Katherine Town Council	3	67	45
Central Desert Regional Council	7	212	33
West Arnhem Regional Council	7	238	29
Victoria Daly Regional Council	4	162	25
East Arnhem Regional Council	5	290	17
MacDonnell Regional Council	3	441	7
Belyuen Community Government Council	0	72	0
Coomalie Community Government Council	0	17	0

- The average number of reports per 1000 local government sector employees / members is 46, which is similar to the public sector average.
- A high number of reports may be indicative of higher levels of perceived wrong doing but that is not the only explanation. It may reflect a cultural willingness to call out poor behaviour or it may be reflective of the challenging nature of the services provided by the agency.
- Similarly, while low levels of reporting may indicate a public body which experiences little improper conduct, it could also signify a lack of understanding about reporting, or a lack of willingness to report.

Figure 5: Total reports 2018-2022 / staff & elected members linear regression for Local Government Councils (LGC)



- The linear regression suggests some positive, albeit highly variable, correlation between the volume of reports and number of staff.

Table 23: Number of reports with LGC subjects grouped by year received and category of allegation

Allegation category	2018	2019	2020	2021	2022	Grand Total
Conflict of interest	3	5	14	11	6	39
Misuse of resources		16	11	4	7	38
Inappropriate performance of functions		8	10	8	10	36
Code of conduct		2	7	6	11	26
Recruitment			10	6	4	20
Breach of public trust		5	3	7	3	18
Fraud		8	1	4	5	18
Procurement		1	7	6	3	17
HR / discipline		6	4	2	5	17
Dishonesty		4	1	8	1	14
Incompetence / negligence		2	5	1	3	11
Misuse of information	1	2	1	3	3	10
Criminal conduct		1	1	4	3	9
Abuse of power		5	1	2	1	9
Not improper conduct	1			3	1	5
Retaliation / reprisal			1	3		4
Misuse of grants / funding		2		2		4
Gifts and benefits			1	1	2	4
Employment dishonesty			1	1		2
Bribery			1			1
Anti-democratic conduct				1		1
Grand Total	4	33	32	35	30	134

Table 24: City of Darwin Council number of reports grouped by year received and category of allegations

City of Darwin Council	2018	2019	2020	2021	2022	Grand Total
Conflict of interest	1		2	3	3	9
Inappropriate performance of functions		2	2		1	5
Procurement			2	2	1	5
Incompetence / negligence		1	1	1	1	4
Breach of public trust				2	2	4
Abuse of power		1		1	1	3
Code of conduct			1		2	3
Fraud				1	2	3
Dishonesty				2	1	3
Misuse of resources			1		1	2
Gifts and benefits			1		1	2
Recruitment					1	1
HR / discipline					1	1
Anti-democratic conduct				1		1
Not improper conduct	1					1
Total	2	4	4	9	5	24

Table 25: Tiwi Islands Regional Council number of reports grouped by year received and category of allegations

Tiwi Islands Regional Council	2018	2019	2020	2021	2022	Grand Total
Recruitment			8	2		10
Inappropriate performance of functions		1	5	2	1	9
Conflict of interest			8	1		9
Misuse of resources		3	4			7
Code of conduct			4		2	6
Abuse of power		3	1	1		5
Breach of public trust			2	1		3
HR / discipline			2		1	3
Incompetence / negligence			2			2
Employment dishonesty			1	1		2
Misuse of information					1	1
Bribery			1			1
Total	0	4	13	2	3	22

Table 26: Roper Gulf Regional Council number of reports grouped by year received and category of allegations

Roper Gulf Regional Council	2018	2019	2020	2021	2022	Grand Total
Misuse of resources		2		1	4	7
Inappropriate performance of functions			2	1	3	6
HR / discipline		2	1		3	6
Fraud		3			2	5
Code of conduct				1	3	4
Conflict of interest			2		1	3
Criminal conduct				2	1	3
Procurement			1		1	2
Incompetence / negligence			2			2
Dishonesty				1		1
Recruitment			1			1
Misuse of information					1	1
Breach of public trust				1		1
Total	0	4	3	2	6	15

Table 27: Alice Springs Town Council number of reports grouped by year received and category of allegations

Alice Springs Town Council	2018	2019	2020	2021	2022	Grand Total
Code of conduct			1	2	2	5
Misuse of resources			1	1	1	3
Conflict of interest	1			2		3
Criminal conduct			1		1	2
Misuse of information		1	1			2
Incompetence / negligence					2	2
Recruitment				2		2
Inappropriate performance of functions			1	1		2
Dishonesty			1			1
Procurement			1			1
Total	1	1	4	3	4	13

Table 28: Barkly Regional Council number of reports grouped by year received and category of allegations

Barkly Regional Council	2018	2019	2020	2021	2022	Grand Total
Procurement			2	1		3
Inappropriate performance of functions					2	2
Code of conduct				1	1	2
Not improper conduct					1	1
Misuse of information					1	1
Criminal conduct				1		1
Fraud				1		1
Misuse of resources			1			1
Conflict of interest					1	1
Dishonesty				1		1
HR / discipline				1		1
Gifts and benefits				1		1
Total	0	0	2	3	5	10

Table 29: City of Palmerston number of reports grouped by year received and category of allegations

City of Palmerston Council	2018	2019	2020	2021	2022	Grand Total
Misuse of resources		4				4
Breach of public trust		3				3
Misuse of information	1	1				2
Conflict of interest	1	1				2
Inappropriate performance of functions		2				2
Fraud		1				1
Recruitment			1			1
HR / discipline		1				1
Incompetence / negligence		1				1
Code of conduct		1				1
Misuse of grants / funding		1				1
Total	1	6	1	0	0	8

Table 30: Litchfield Council number of reports grouped by year received and category of allegations

Litchfield Council	2018	2019	2020	2021	2022	Grand Total
Recruitment					2	2
Misuse of resources		1			1	2
Inappropriate performance of functions				1	1	2
Conflict of interest					1	1
Not improper conduct				1		1
Fraud		1				1
Breach of public trust				1		1
Gifts and benefits					1	1
Total	0	2	0	3	3	8

Table 31: Central Desert Regional Council number of reports grouped by year received and category of allegations

Central Desert Regional Council	2018	2019	2020	2021	2022	Grand Total
Dishonesty		1		2		3
HR / discipline		2				2
Inappropriate performance of functions		2				2
Misuse of information				1		1
Retaliation / reprisal				1		1
Procurement				1		1
Abuse of power		1				1
Conflict of interest		1				1
Misuse of grants / funding		1				1
Total	0	5	0	2	0	7

Table 32: West Arnhem Regional Council number of reports grouped by year received and category of allegations

West Arnhem Regional Council	2018	2019	2020	2021	2022	Grand Total
Conflict of interest			1	3		4
Code of conduct				2		2
Procurement			1	1		2
Misuse of information				1		1
Breach of public trust				1		1
Recruitment				1		1
Retaliation / reprisal				1		1
HR / discipline				1		1
Inappropriate performance of functions				1		1
Total	0	0	1	5	0	6

Table 33: East Arnhem Regional Council number of reports grouped by year received and category of allegations

East Arnhem Regional Council	2018	2019	2020	2021	2022	Grand Total
Misuse of resources			1	1		2
HR / discipline		1	1			2
Procurement				1		1
Breach of public trust			1			1
Not improper conduct				1		1
Conflict of interest			1			1
Code of conduct			1			1
Criminal conduct					1	1
Total	0	1	1	2	1	5

Table 34: West Daly Regional Council number of reports grouped by year received and category of allegations

West Daly Regional Council	2018	2019	2020	2021	2022	Grand Total
Misuse of resources		1	1	1		3
Fraud			1	2		3
Dishonesty				2		2
Misuse of grants / funding				2		2
Retaliation / reprisal			1	1		2
Recruitment				1		1
Misuse of information				1		1
Conflict of interest				1		1
Criminal conduct				1		1
Breach of public trust				1		1
Inappropriate performance of functions				1		1
Total	0	1	1	2	0	4

Table 35: Victoria Daly Regional Council number of reports grouped by year received and category of allegations

Victoria Daly Regional Council	2018	2019	2020	2021	2022	Grand Total
Misuse of resources		2	1			3
Breach of public trust		2				2
Conflict of interest		2				2
Fraud		2				2
Inappropriate performance of functions					1	1
Procurement					1	1
Dishonesty		1				1
Total	0	2	1	0	1	4

Table 36: MacDonnell Regional Council number of reports grouped by year received and category of allegations

MacDonnell Regional Council	2018	2019	2020	2021	2022	Grand Total
Conflict of interest				1		1
Misuse of resources		1				1
Inappropriate performance of functions				1		1
Criminal conduct		1				1
Not improper conduct				1		1
Dishonesty		1				1
Fraud		1				1
Total	0	1	0	2	0	3

Table 37: Katherine Town Council number of reports grouped by year received and category of allegations

Katherine Town Council	2018	2019	2020	2021	2022	Grand Total
Misuse of resources		2	1			3
Procurement		1				1
Inappropriate performance of functions		1				1
Conflict of interest		1				1
Code of conduct		1				1
Dishonesty		1				1
Total		2	1	0	0	3

Table 38: Wagait Shire Council number of reports grouped by year received and category of allegations

Wagait Shire Council	2018	2019	2020	2021	2022	Grand Total
Inappropriate performance of functions					1	1
Fraud					1	1
Code of conduct					1	1
Breach of public trust					1	1
Total	0	0	0	0	1	1

Appendix 2: List of tables

Table 1: Number of reports grouped by year received and subject organisation	5
Table 2: Number of allegations grouped by year received and category of allegation	7
Table 3: Total number of reports compared to average number of Northern Territory Public Sector (NTPS) staff employed for quarter ending June 2022	8
Table 4: Northern Territory Police, Fire and Emergency Services (NTPFES) number of reports grouped by year received and category of allegations	10
Table 5: Department of Health (DoH) number of reports grouped by year received and category of allegations.....	11
Table 6: Department of the Attorney – General and Justice (DAGJ) number of reports grouped by year received and category of allegations	12
Table 7: Department of Infrastructure, Planning and Logistics (DIPL) number of reports grouped by year received and category of allegations	13
Table 8: Department of Education (DoE) number of reports grouped by year received and category of allegations.....	14
Table 9: Department of Industry, Tourism and Trade (DITT) number of reports grouped by year received and category of allegations.....	15
Table 10: Department of Territory Families, Housing and Communities (DTFHC) number of reports grouped by year received and category of allegations	16
Table 11: Department of Corporate and Digital Development (DCDD) number of reports grouped by year received and category of allegations	17
Table 12: Department of the Chief Minister and Cabinet (DCMC) number of reports grouped by year received and category of allegations	18
Table 13: Power and Water Corporation (PAWC) number of reports grouped by year received and category of allegations	19
Table 14: Previous Department of Local Government, Housing and Community Development (DLGHCD) number of reports grouped by year received and category of allegations	20
Table 15: Department of the Legislative Assembly (DLA) number of reports grouped by year received and category of allegations	21
Table 16: Department of Environment, Parks and Water Security (DEPWS) number of reports grouped by year received and category of allegations	21
Table 17: Reporting by public officers – all organisation types	22
Table 18: Number of allegations grouped by year received and broad region of allegation and type of subject organisation	23
Table 19: Percentage of allegations grouped by year received and broad region of allegation where NTG Sector organisation is the subject of the allegation	24
Table 20: Percentage of allegations grouped by initial assessed improper conduct type and year of date report received for all organisations	25
Table 21: Number of reports grouped by year received and Local Government Council	28
Table 22: Number of reports with Local Government Council (LGC) subject per 1000 staff / elected member in each respective Local Government Council over 2018-2022.....	29
Table 23: Number of reports with LGC subjects grouped by year received and category of allegation	31
Table 24: City of Darwin Council number of reports grouped by year received and category of allegations.....	32
Table 25: Tiwi Islands Regional Council number of reports grouped by year received and category of allegations.....	32
Table 26: Roper Gulf Regional Council number of reports grouped by year received and category of allegations.....	33
Table 27: Alice Springs Town Council number of reports grouped by year received and category of allegations.....	33
Table 28: Barkly Regional Council number of reports grouped by year received and category of allegations.....	34
Table 29: City of Palmerston number of reports grouped by year received and category of allegations.....	34

Table 30: Litchfield Council number of reports grouped by year received and category of allegations.....	35
Table 31: Central Desert Regional Council number of reports grouped by year received and category of allegations	35
Table 32: West Arnhem Regional Council number of reports grouped by year received and category of allegations	36
Table 33: East Arnhem Regional Council number of reports grouped by year received and category of allegations	36
Table 34: West Daly Regional Council number of reports grouped by year received and category of allegations.....	37
Table 35: Victoria Daly Regional Council number of reports grouped by year received and category of allegations.....	37
Table 36: MacDonnell Regional Council number of reports grouped by year received and category of allegations.....	38
Table 37: Katherine Town Council number of reports grouped by year received and category of allegations.....	38
Table 38: Wagait Shire Council number of reports grouped by year received and category of allegations.....	38

Appendix 3: List of figure

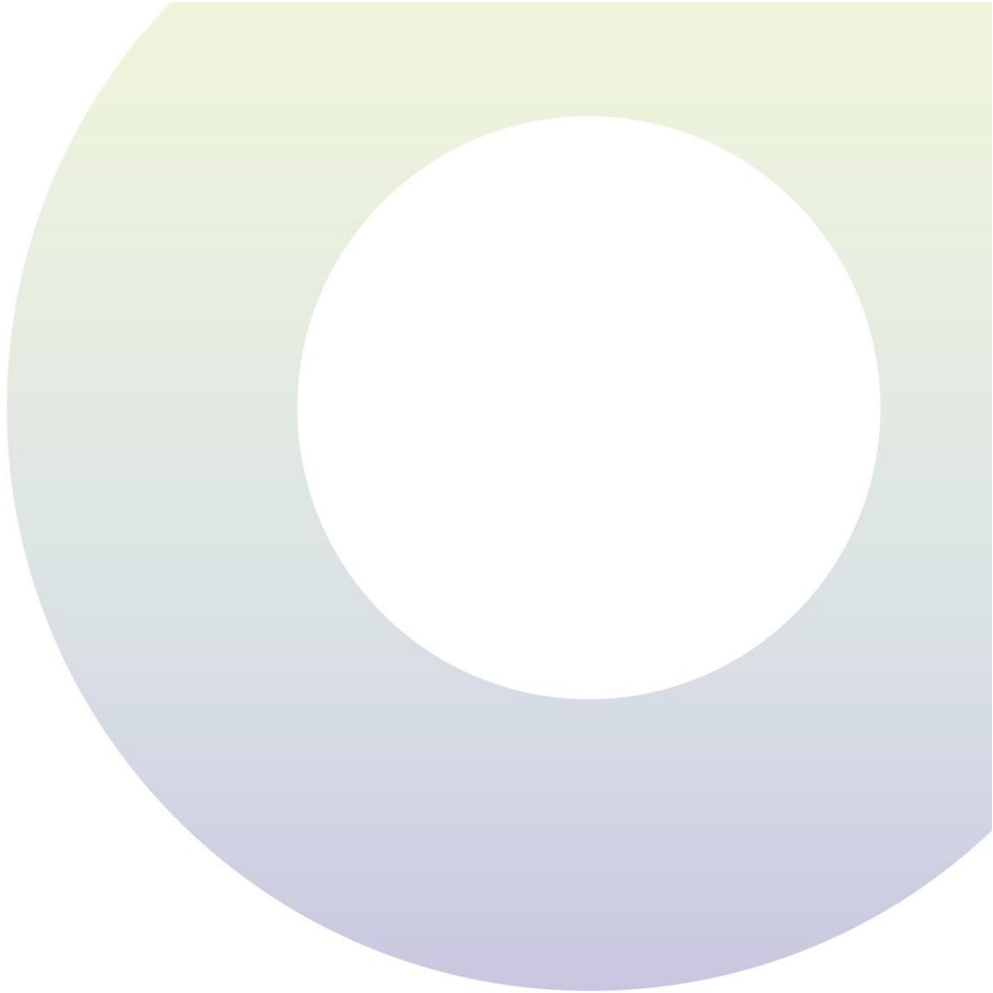
Figure 1: Total number of reports / employed staff linear regression-NTPS Sector 9

Figure 2: Number of allegations grouped by initial assigned improper conduct type and year report received for all organisations..... 25

Figure 3: Time series of reports received grouped by month received for all organisations 26

Figure 4: Number of reports time series by organisation type..... 27

Figure 5: Total reports 2018-2022 / staff & elected members linear regression for Local Government Councils (LGC) 30



Contact the ICAC

Freecall 1800 250 918

Level 7, 9-11 Cavenagh Street
Darwin NT 0801
GPO Box 3750 Darwin NT 0801

icac.nt.gov.au

Office of the
Independent
Commissioner
Against
Corruption NT

