





### **Acknowledgement**

*The Keogh Bay Group of companies acknowledge and pay our respects to Aboriginal and Torres Strait Islander people as the First Peoples of Australia.*

*Our offices and key staff are located on the traditional lands of the Kaurna people in Adelaide, Larrakia peoples of Darwin, Whadjuk peoples of the Noongar Nation in Perth, Gadiqal peoples of the Eora Nation in Sydney and the Alqunith peoples of the Weipa Peninsula area.*

*We value the knowledge and wisdom of, and pay our respect to, Elders past and present, and acknowledge the cultural authority of all Aboriginal and Torres Strait Islander peoples in places where we undertake projects across Australia.*

*We acknowledge the important contributions of our Aboriginal and Torres Strait Islander directors and Keogh Bay team members and thank those who have guided our approach and generously shared their insights and cultural knowledge to inform the development of our programs and services.*

## Disclaimers

### Inherent Limitations

This final project report has been prepared as outlined in the 'Project Overview' Section. The services provided in connection with this engagement comprise an advisory engagement, which is not subject to assurance or other Standards issued by the Australian Auditing and Assurance Standards Board and, consequently no opinions or conclusions intended to convey assurance have been expressed.

No warranty of completeness, accuracy or reliability is given in relation to the statements and representations made by, and the information and documentation provided by, the Purchaser (National Indigenous Australians Agency) or any other stakeholders consulted as part of the process.

Keogh Bay People (Keogh Bay) has indicated within this report the sources of the information provided. Keogh Bay has not sought to independently verify those sources unless otherwise noted within this report.

Keogh Bay is under no obligation in any circumstance to update this report, in either oral or written form, for events occurring after the report has been issued in final form.

The findings in this report have been formed on the above basis.

### Third Party Reliance

This report is solely for the purposes set out in the 'Project Overview' Section, and for the National Indigenous Australians Agency's (NIAA) information and is not to be used for any other purpose or distributed to any other party without Keogh Bay's prior written consent.

This report has been prepared at the request of the NIAA and in accordance with the terms of our Official Order dated 23 June 2022, and any subsequent variations, with the NIAA. Other than our responsibility to the NIAA neither Keogh Bay nor any Associate or employee of Keogh Bay undertakes responsibility arising in any way from reliance placed by a Third Party on this report. Any reliance placed is that party's sole responsibility.

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## Acronyms

A list of Acronyms used in the body of this report is provided below.

Acronyms	
▪ AACAP	Army Aboriginal Community Assistance Project
▪ ADF	Australian Defence Force
▪ CDP	Community Development Program
▪ DOGIT	Deed of Grant In Trust
▪ DSDSATSIP	QLD Department of Seniors, Disability Services and Aboriginal and Torres Strait Islander Partnerships
▪ LALC	Local Aboriginal Land Council
▪ LGA	Local Government Area
▪ MPF	Multi-Purpose Facility
▪ MPSC	Moree Plains Shire Council
▪ NAIDOC	National Aboriginies and Islanders Day Observance Committee
▪ NGO	Non-Government Organisation
▪ NIAA	National Indigenous Australians Agency
▪ NSWALC	NSW Aboriginal Land Council
▪ PASC	Pormpuraaw Aboriginal Shire Council
▪ PT	Physical Training
▪ SOW	Scope of Works
▪ TOO	Tasks of Opportunity
▪ WDO	Work Development Order

## Executive Summary

### Introduction

The National Indigenous Australians Agency (NIAA) engaged Keogh Bay People (Keogh Bay) to undertake a Lessons Learned Project to support learning, development, and adaptation of the Army Aboriginal Community Assistance Programme (AACAP). Focussing on the most recent five AACAP projects, this engagement centred on:

- engagements and partnerships with community
- infrastructure build and upgrade to facilities
- impact of Army personnel being in Community
- outcomes of training and development activities
- healthcare and other auxiliary services and their links to improved health outcomes in community
- employment outcomes
- post-programme (legacy) benefits, and
- additional support required to help Communities fully leverage all the benefits of AACAP.

Our team considered options on how the structure and aims of AACAP could be adapted to better support economic independence within community and maximise longer term health and social outcomes (and progress towards the aims and targets of the 'Closing the Gap' Agreement).

### Background

The AACAP, which began in 1997, works with a remote community each year to build infrastructure and provide health services for local people. AACAP is allocated annual funding of \$7 million, which is matched with an in-kind commitment of support from the Australian Army. The initiatives focus on delivery of infrastructure, health care and training as well as enabling Aboriginal and Torres Strait Islander Peoples' participation in the Australian economy. The projects also provide Army personnel with important training opportunities.

Each AACAP project has three key elements, which are construction, health, and training. Since its inception, projects have delivered a mix of housing, road construction / upgrades, sewerage treatment plants, airfield construction or upgrades, health clinics, telecommunications infrastructure, school upgrades, potable water supply infrastructure, and housing subdivisions.

More recently, the program's focus has extended to training programs, which are tailored training courses developed with community and linked to any local employment opportunities as well as health programs, including community health, allied health and other services, and veterinary services.

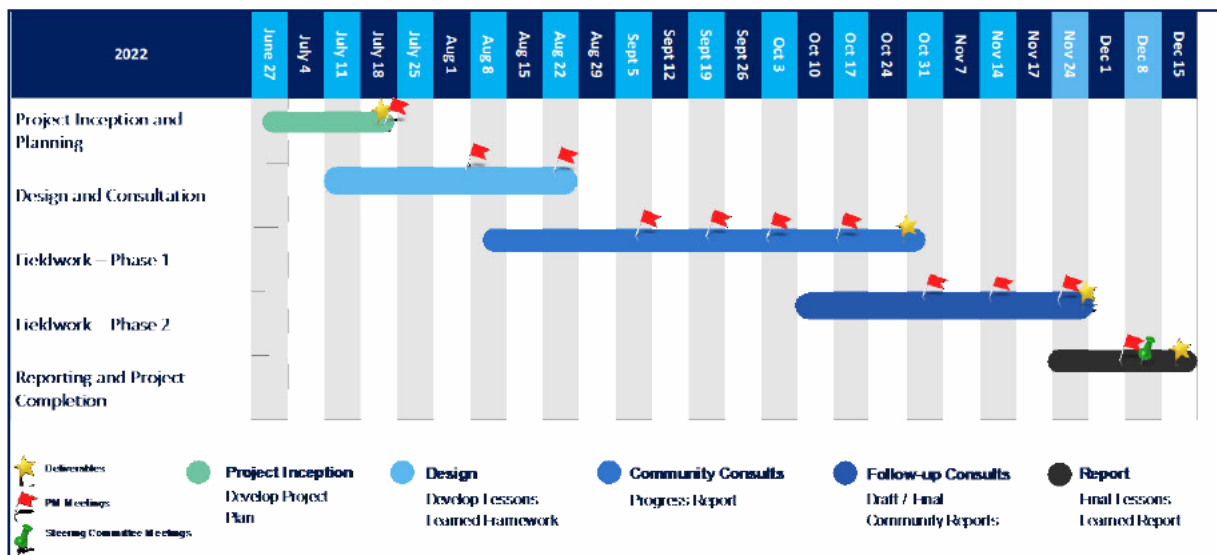
### Communities

The diagram that follows depicts each of the last five AACAP projects, when they were undertaken, and the broad nature of the infrastructure developed.



### The Lessons Learned Project

Keogh Bay's engagement consisted of four distinct phases. The Gantt Chart below provides an overview of the timing of each phase, where meetings and presentations were undertaken and the associated project deliverables.



### Indicators of Disadvantage and Need

As part of this engagement, Keogh Bay undertook a desktop assessment of each community's level of need, linked to Closing the Gap Targets. This included a review of Employment, education and training, Labour force participation, Health and Disability and Housing. A summary of these findings, derived from 2016 and 2021 Census Data, is provided in the table below.

Indicator	Laura	Toomelah	Yalata <sup>1</sup>	Jigalong	Porpuraaw
Population	101	323	302	306	611
Indigenous Population	76	175	277	276	479
Engaged in employment, education or training (%)	30.5	13.1	41.7	13.1	32.4
Labour Force Participation Rate (%)	35.7	11.3	35.1	18.8	43.5
Percentage of Labour Force Employed (%)	70	23.1	81.8	40.8	74.7
Attained Year 12 or above or Cert III or Above (%)	100	13.6	27.3	20.9	46.7
Unpaid assistance to a person with disability and childcare (%)	32.7	71.2	45.1	61.3	72
Has a need for assistance (%)	17	5.1	1	5.1	5
Chronic Health Condition (%)	11	21	12	24.7	13.8
Resides in an appropriately sized dwelling (%)	38	66.8	44.1	82	49.4

### Consultation

In order to derive key findings and recommendations linked to the agreed areas of inquiry underpinning the engagement, Keogh Bay conducted two rounds of site visits to each AACAP location to maximise access to individuals with knowledge. The conclusions and recommendations provided are drawn mostly from representatives from:

- NIAA
- State Government Agencies
- Local Health Services
- Training Providers
- Aboriginal Land Councils / Shire Councils, and
- a small number of community members available during our visits.

Whilst this engagement was focused on the five most recent AACAP projects, the impacts of COVID-19 meant that some of these projects go back as far as 2015. In many instances, there are few people from the relevant communities with knowledge of the project. As such, the views and conclusions provided in this report and the community reports are subject to inaccuracies and biases from such a small sample size of individuals with knowledge of the project (and those with the loudest voices).

<sup>1</sup> Yalata had high response rates related to Chronic Health Condition and Need for Assistance (roughly 22 per cent)

In addition, Keogh Bay has had difficulty accessing documents or data relating to the project, especially information pertaining to any consultations that were conducted prior to or during the project. Listed below is a summary of the key themes that resonated across all sites. Comments can generally be directly attributed to stakeholder comments

### ***Common themes and findings***

Theme	Description
Infrastructure	Regardless of any project risks or issues, communities were grateful for the project and the infrastructure and services received.
Impact of Army	There was virtually unanimous praise for Army personnel and their relationships with community. Army personnel were active in community, participating in (or leading) a range of activities / festivities / cultural events.
TOO	TOO helped to generate a degree of flexibility with how Army approached and worked with Community, further enhancing Army's reputation.
Relationships	Proactive engagement from NIAA at the local level as well as other State Government Agencies was a strong indicator that a project will be successful.
Consultation	Based on Army Scoping Overviews and Completion Reports, it is understood that a long and staged build up to each AACAP project is undertaken, which involves a fair degree of consultation involving a wide range of relevant stakeholders.
Camp Location	In most instances, the camp was located on a locally owned property, providing financial benefits to the individual / community.
Unexpected	As a result of Army's high engagement with community, there was reported to be a notable improvement in school attendance rates in some of the communities.
Services	Community greatly appreciated and participated in the services provided. Local health workers were highly engaged with Army personnel and appreciated to opportunity to work side-by-side and share / transfer skills.
Training	Stakeholders greatly appreciated the opportunity to participate in training and the variety of training available was especially appreciated.
Defects	End-Users were happy with Army's responsiveness to any defects encountered as well as the flexibility shown with respect to the defect liability.

### ***Barriers***

Barrier	Description
Consultation	<p>Whilst noting the expansive level of consultation described above, community members reported their disappointment that:</p> <ul style="list-style-type: none"> <li>▪ communication throughout the project was piecemeal and inconsistent</li> <li>▪ they could not identify the person in army with whom they should be communicating</li> <li>▪ communication was hindered as a result of 'Army Speak' and acronym use</li> <li>▪ consultations were not broad or representative enough, and</li> <li>▪ project working groups did not involve local representation</li> </ul>
Community Demands	AACAP projects place a significant demand on community members, leaders and local councils. Intense engagement from Army can make the community feel overwhelmed.

Post-AACAP Lull	Stakeholders reported a malaise following the immediate departure of Army and a feeling that things may 'go back to the way they were.
End-User Issues	It is unclear as to the level of due diligence / negotiation that was done with the entities that were to take on ownership of the new assets. Some communities had clearly not contemplated the cost of managing and maintaining assets and how to derive a commercial profits to cover these expenses.
Infrastructure	There was, in some instances, confusion and dissatisfaction with respect to the choice of infrastructure that was proposed and built. Enhanced consultation can address this.
Use of Subcontractors	<b>There was confusion as to why the Army had engaged sub-contractors to build substantial pieces of infrastructure</b>
Local Involvement	It was questioned why Army and their subcontractors couldn't offer employment opportunities to local people or use local organisations as sub-contractors. It was expressed that Army should maximise the use of local business and food outlets.
Views on the role of Army	It was felt that the projects were more of an opportunity for Army to develop their skills, rather than to achieve the goal of promoting benefits to community.
Evaluation	It was felt that each AACAP project should be fully evaluated within 12-months of project completion to minimise the impact of stakeholder turnover

### Recommendations

#	Description
1	A more fulsome reporting of consultative activities and a document trail is recommended to ensure there is clarity around all aspects of the project that can explain how the SOW items were agreed.
2	Records should also show how the training and services provided to local people were designed.
3	When contemplating the timing of consultations and the build, engagement from Army and the Steering Committee could focus on existing community demands and availability.
4	Project working groups / steering committees should involve a representative group of community members and service providers.
5	Some Army personnel should arrive ahead of the build and remain in community post-build (e.g., six-months) to better manage stakeholder relationships and expectations.
6	It may be necessary to engage a third party to help End-Users understand the implications of the agreement into which they are entering.
7	Army should attempt to involve more local people and organisations (subcontractors) in future builds.
8	Army should be clear with community what items will be delivered by sub-contractors and the rationale behind that decision.
9	NIAA should conduct an annual review of each AACAP project within 12-months of completion.
10	NIAA / Army should consider providing ongoing business mentoring and support to the new asset owners for a minimum of 12-months post-project.

# Army Aboriginal Community Assistance Programme

## Lessons Learned Project

## Introduction

The National Indigenous Australians Agency (NIAA) engaged Keogh Bay People (Keogh Bay) to undertake a Lessons Learned Project to support learning, development, and adaptation of the Army Aboriginal Community Assistance Programme (AACAP). The project was intended to help understand how communities were engaged and to identify any positive (and lasting) improvements in social and economic outcomes.

Focussing on the most recent five AACAP projects, this engagement centred on:

- lessons learned about the delivery of the program
- barriers and enablers to successfully implementing and delivering the program, and
- changes needed to the program to better support the communities.

## Lessons Learned

When reviewing the implementation of the various AACAP projects, Keogh Bay focused on several factors, which included:

- engagements and partnerships with community
- infrastructure build and upgrade to facilities
- impact of Army personnel being in Community
- outcomes of training and development activities
- healthcare and other auxiliary services and their links to improved health outcomes in community
- employment outcomes
- post-programme (legacy) benefits, and
- additional support required to help Communities fully leverage all the benefits of AACAP.

Our team considered options on how the structure and aims of AACAP could be adapted to better support economic independence within community and maximise longer term health and social outcomes (and progress towards the aims and targets of the 'Closing the Gap' Agreement).

## Scope

As noted, Keogh Bay were asked to investigate the five most recent AACAP projects. The table below provides an outline of the community and the Scope of Work (SOW) items that were developed.

Table 1 - AACAP Project Sites and Infrastructure Build

AACAP Projects		
Project	Community	Build
AACAP 2016	Laura, QLD	<ul style="list-style-type: none"> <li>▪ A Multipurpose Facility</li> <li>▪ A Wastewater Disposal System</li> <li>▪ Roof Over the Existing Basketball Court</li> <li>▪ Footpath Upgrade and Extension</li> </ul>
AACAP 2017	Toomelah, NSW	<ul style="list-style-type: none"> <li>▪ A Multipurpose Facility</li> <li>▪ Waste Management Improvements</li> <li>▪ Community Roads Upgrade</li> </ul>

AACAP Projects		
Project	Community	Build
		<ul style="list-style-type: none"> <li>Sports Oval Refurbishment</li> <li>Church Refurbishment</li> </ul>
AACAP 2018	Yalata, SA	<ul style="list-style-type: none"> <li>Child Parent Centre</li> <li>Staff Housing</li> <li>Airport Road Upgrade</li> <li>Caravan Park Refurbishment</li> <li>An Outdoor Meeting Area</li> </ul>
AACAP 2019	Jigalong, WA	<ul style="list-style-type: none"> <li>A Youth and Early Learning Centre</li> <li>Creek Crossing Upgrades</li> <li>BBQ Area and Amenities Building</li> </ul>
AACAP 2020	Pormpuraaw, QLD	<ul style="list-style-type: none"> <li>Independent Living Facility</li> <li>Men's Shed</li> <li>Two x Five Lot Subdivisions</li> </ul>

## Report Structure

This lessons learned project report is structured as follows:

- **Executive Summary**  
A brief standalone summary of all aspects of the report outlined below.
- **Introduction**  
An overview of the project and its proposed outcomes / lessons learned, including a summary of the infrastructure build for each of the prior five AACAP projects and a summary of the Lessons Learned Scope and Objectives.
- **Background**  
An overview of the Army's goals in supporting 'Closing the Gap' initiatives, a description AACAP, the method of site selection and scoping (including infrastructure requirements and services linked to community need) and the process for scope changes.
- **The Lessons Learned Project – Approach and Methods**  
A brief outline of Keogh Bay's approach to undertaking the lessons learned project, including the project phases, timing, milestones and deliverables.
- **AACAP Projects**  
A summary of each AACAP Project and recipient community (including indicators of disadvantage) and the details around the infrastructure build and services provided.
- **Key Findings**  
An overview of common themes and findings across all AACAP sites that separately highlights specific themes relevant to each AACAP Project.
- **Recommendations**  
An overview of recommendations for the program moving forward, including site specific recommendations.

## Primary Users of the Report

This report is for the use by Army and the NIAA to help shape the future directions of AACAP and improve the way in which the project is delivered from scoping to delivery to post completion.

## Background

The Australian Army (Army) is strongly committed to the Whole of Government 'Closing the Gap' strategy and the Defence Reconciliation Plan 2019 - 2022. In line with its goals, the Army seeks to support 'Closing the Gap' initiatives through the delivery of infrastructure, health care and training as well as enabling Aboriginal and Torres Strait Islander Peoples' participation in the Australian economy.

The Army's three key action areas are:

- Relationships
  - Build mutually beneficial relationships between units and Aboriginal and Torres Strait Islander Peoples and Communities where Army personnel live, work and exercise.
- Respect
  - Cultivate a deep understanding and respect for Aboriginal and Torres Strait Islander cultures, histories and contemporary matters across Army.
- Opportunities
  - Increase Aboriginal and Torres Strait Islander participation in the Australian economy by providing development, employment and procurement opportunities.

## The Army Aboriginal Community Assistance Programme

Beginning in 1997, the Army Aboriginal Community Assistance Programme (AACAP) works with a new remote community each year to build infrastructure and provide health services for local people. AACAP is allocated annual funding of \$7 million, which is matched with an in-kind commitment of support from Army. The initiatives focus on delivery of infrastructure, health care and training as well as enabling Aboriginal and Torres Strait Islander Peoples' participation in the Australian economy. The projects also provide Army personnel with important training opportunities.

Each AACAP project has three key elements, which are construction, health, and training. Since its inception, projects have delivered a mix of housing, road construction / upgrades, sewerage treatment plants, airfield construction or upgrades, health clinics, telecommunications infrastructure, school upgrades, potable water supply infrastructure, and housing subdivisions.

More recently, AACAP's focus has extended to training programs, which are tailored training courses developed with Community and linked to any local employment opportunities as well as health programs, including community health, allied health and other services, and veterinary services.

## Site Selection

In conjunction with Army, the CEO of NIAA ultimately determines the community that will be the AACAP recipient for that particular year. Multiple sites are considered by Army and the CEO on the basis of feedback provided by State and Territory NIAA representatives and State Government Agencies. For example, this included agencies such as the Department of Seniors, Disability Services and Aboriginal and Torres Strait Islander Partnerships (DSDSATSIP) in Queensland and the NSW Aboriginal Land Council (NSWALC) for NSW-related sites.

Submissions are then assessed against Project Guidelines by NIAA, with support from Army, and an agreed shortlist of potential recipient communities is provided to the NIAA CEO for approval. Identification and selection of each AACAP site considers a number of factors, including:

- AACAP objectives
- NIAA's policy requirements
- previous rounds of AACAP
- Army's desired programme outcomes, training requirements and capabilities

- potential Scope of Works (SOW), including construction, training and developmental activities
- achievability of Access Rights and land-tenure arrangements
- community self-nomination and demonstration of ownership, governance and leadership
- recommendations from NIAA Regional Offices, and
- advice from the relevant state government agencies, where necessary, and an indication of further support through a financial contribution, in-kind support or some other outcome of value.

Shortlisted communities are then invited to submit project bids.

## Site Scoping

Once applications are received from shortlisted sites, Army (with NIAA support) will conduct an initial reconnaissance visit to each site up-to two years ahead of project delivery. Generally, the Army Construction Agency is involved in consultations to help identify any issues with respect to their ability to deliver scoped items, thereby refining possible SOW (and where subcontractors may be required to develop some SOW items).

A Feasibility Study is then completed for the AACAP Steering Committee, for the shortlisted communities, which includes the identification of potential SOW items.

These visits involve:

- Engagement with key local stakeholders and end-users
  - Consultations are undertaken to help obtain a clearer picture of the community and develop an understanding of the local service sector and organisations operating within the community.
- Community Scoping
  - Community are engaged through the local Aboriginal Land Council (LALC), or other representative body, with the intention of discussing the needs of the community and the SOW, as well as project timelines and approvals.
- Stakeholder Engagement
  - Broader meetings are also conducted with representatives from a range of potential stakeholders, which generally include staff from local service providers and local State and Government Agencies. The level of consultation is tailored to the dynamics of each community.

## Recipient Community Needs and SOW

Once a recipient community is formally approved by the NIAA CEO, a more detailed scoping process is undertaken. This method is used to further develop information on the community that was obtained during the Feasibility Study and provided more tailored recommendations for the Project. A Scoping Study Report is then completed for the Steering Committee, which acts as the approval mechanism for the SOW to be developed, and support the establishment of an initial Project budget allocation.

Scoping consultations also consider the services that community is likely to receive during the project, which is based upon participant feedback and a detailed review of the local service sector, including organisations that deliver services to the community.

Services have generally included:

- Medical
- Dental
- Environmental Health
- Health and Wellbeing
- Veterinary

Scoping also considers training and employment requirements or desired outcomes and are generally linked to the SOW. Training varies slightly from site to site, but has included:

- Certificate II in Construction Pathways
- Certificate I in Hospitality
- Photography Training
- White Card Certification (for construction)
- Responsible Service of Alcohol certification
- First Aid

A Letter of Acceptance or 'Workscope Letter' is issued from the Scoping Study Report to the community and is used to obtain formal community acceptance to conduct the proposed AACAP Project and SOW. This letter is signed by local body representing that community or other relevant organisation or group of individuals.

Once agreed to by the NIAA and on execution of the Workscope Letter, Army begins moving into the design phase for that project.

## Recommendations and Variations

Throughout the project design and delivery phases, continual changes to the SOW and Task of Opportunity (TOO) items are made on the basis of:

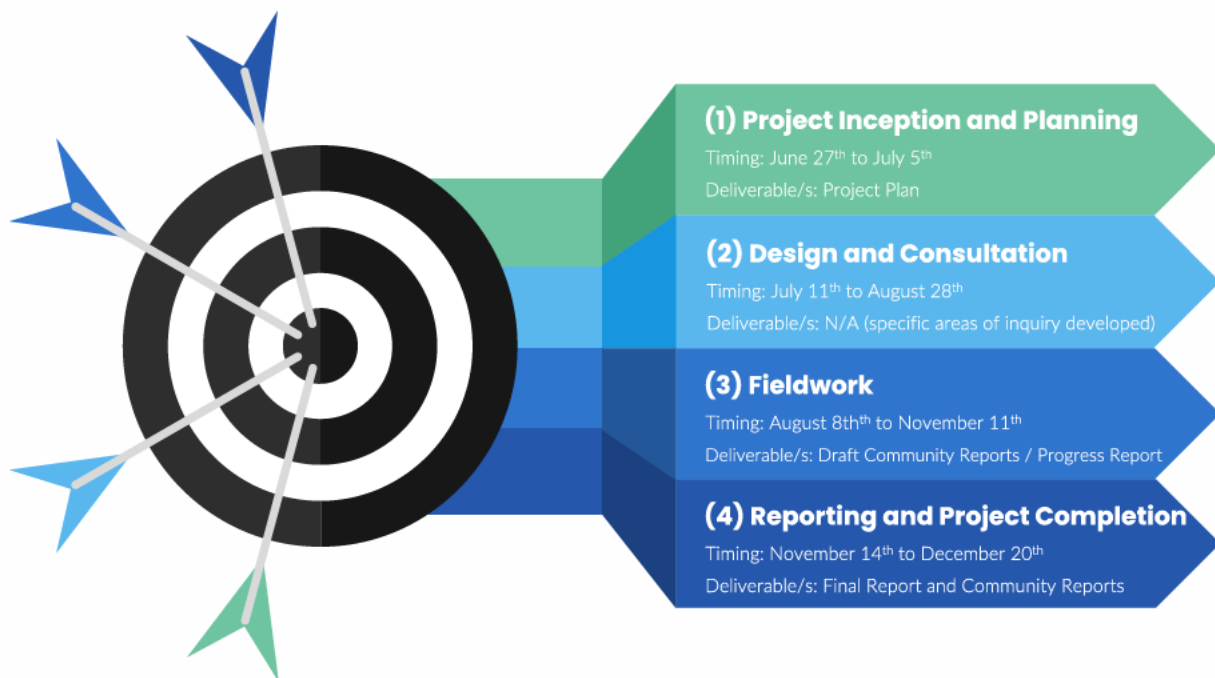
- ongoing consultations with community
- budget
- practical realities
- Army capability, and
- co-contributions from other organisations (e.g., State Government Agencies).

Some SOW items are delivered in a flexible manner or to a design stage only so as to provide some flexibility with respect to budgetary constraints.

## The Lessons Learned Project – Approach and Methods

This section of the report will briefly outline Keogh Bay's approach to undertaking this engagement and the phases and timing that was followed. The Figure below provides a high-level depiction of this methodology.

Figure 1- AACAP Lessons Learned Project: Project Approach



## Methodology

The key activities characterising each Stage are described below.

### PROJECT INCEPTION AND PLANNING

The purpose of this Stage of the engagement is for Keogh Bay and the NIAA to meet (via video conference) to discuss the following.

- **Scope**
  - Rationale and objectives of the Project.
  - The scope, key activities and approach for the project.
- **Outcomes**
  - Project Deliverables timeframes and milestones.
- **Management**
  - Project management and governance arrangements.
  - Project risk management and how threats to project quality and timeliness will be addressed (including COVID 19 vaccination and travel related issues).
- **Data**
  - Collect data or information held by the NIAA or Army in relation to the five communities and each AACAP project (quantitative or qualitative).
  - Commence desktop review of data and collect any additional documents or information identify during this review.

- Meetings
  - Project management meeting requirements (including locations and times).
  - Contact methods for key stakeholders within the NIAA and Australian Army (and other AACAP Steering Committee members).
  - A communication strategy that maps key stakeholders and outlines how and when they will be engaged throughout the project.
- Deliverable
  - Our project developed a Project Plan incorporating all this information, which was used to guide the remainder of the engagement.

## DESIGN AND CONSULTATION

The purpose of this Stage of the engagement was to design a culturally appropriate 'lessons learned framework' to guide the subsequent fieldwork. This was characterised by a desktop review and consultations with key stakeholders to guide our approach. In order to accomplish this, our team:

- undertook a desktop review of each AACAP project and the various infrastructure, training, community health and associated services provided (where relevant)
- reviewed any pertinent baseline data collected during Project Inception to understand fundamental pre-existing local issues linked to health, social and emotional wellbeing, training and employment activity / outcomes, economic participation and progress towards other stated Closing the Gap socio-economic targets (where available).
- assessed the quality and availability of data that can be used for comparative purposes, and
- developed a draft Framework that could be tested with key project stakeholders.

## Testing and Refinement

Once developed, the Framework was tested, refined, and expanded based on the views of key project stakeholders (external to community) and closely linked to the AACAP Steering Committee.

## Scope of consultations

Input into the Framework was mostly derived directly from NIAA's Project Management team. Where necessary, it was modified slightly to suit the needs of stakeholders on-the-ground, during our site visits.

## Areas of inquiry

Broadly, the Framework was intended to answer the following questions:

- How does AACAP operate and what lessons are there about the delivery of the program?
- What are the barriers and enablers to successfully implementing and delivering AACAP outcomes?
- What should AACAP continue to do?
- What should be done differently?
- What changes are needed to support communities to maximise the opportunities provided by the AACAP?

Stakeholder consultations were asked to provide site-specific responses to the following areas of inquiry:

- Scoping
  - The basis on which the was community selected.
  - Key indicators of need / disadvantage (closing the gap).
  - The level of community involvement in scoping and design.

- Project Synopsis
  - Overview of the build.
  - Project links to the need identified above (and how that need was identified).
  - The extent to which SOW items matched scoping discussions.
  - Any defects.
  - The extent to which the project meet those identified needs (outcomes).
- Relationships
  - Relationships between stakeholders with local Council, End-Users and Community:
    - Army
    - NIAA
    - Local and State Government Agencies
    - Service providers supporting that community
    - Other local service providers
- Skill Development
  - Use of local people in project delivery.
  - Use of local organisations as sub-contractors.
  - Training delivered (formal / informal).
  - Employment outcomes and sustainability.
- Economic Impact
  - Organisational Level.
  - Community Level.
  - Individual Level.
- Impact of non-Infrastructure activities (service delivery)
  - Health
  - Environmental Health
  - Physical Training
  - Dental
  - Veterinary
- Links to need (Closing the Gap targets)<sup>2</sup>
  - Long and healthy lives (Target 1)
  - Education and Training (Target 6)
  - Employment (Target 7 and 8)
  - Access to appropriate and affordable housing (Target 9)
  - Social and emotional wellbeing (Target 14)
- Additional support required to fully embed the benefits.

## FIELDWORK

During this phase, our Keogh Bay consultation teams undertook two rounds of fieldwork at each of the AACAP project sites listed earlier. Our teams included at least one Aboriginal and / or Torres Strait Islander person.

<sup>2</sup> It is obvious that long-term improvements with respect to Closing the Gap targets will not be evident during the project or the immediate term. Where possible we have identified where activities will support the achievement of these targets (e.g., training provided, Certificates achieved, employment secured as a result of services provided, Health and Wellbeing services provided).

### Round 1

Our consultation teams were onsite in each community for two full days conducting one-on-one interviews and small group consultations with an array of local stakeholders. During the site visits, our team also collected and analysed any data or information available locally (qualitative and quantitative). The figure below provides an overview of the stakeholders that Keogh Bay attempted to interview in relation to each AACAP site<sup>3</sup>.

Figure 2 - Lessons Learned Project - Desirable Stakeholders



### Round 2

During Project Inception and Planning, our teams agreed to a plan that involved the development of a draft community report, followed by a second visit to each community to present the report and findings to the key local stakeholders, government representatives, community groups and organisations listed in Round 1, so as to refine and finalise the reports.

<sup>3</sup> Refer to Appendix A for more details of stakeholders interviewed during Keogh Bay's two rounds of community consultations.

Unfortunately, a dearth of local stakeholders with knowledge of each AACAP project meant that only a few individuals were available to discuss site-related findings<sup>4</sup>. As such, the second rounds of consultations / site visits were used to identify and interview additional stakeholders who may not have been available during Round 1. Community Reports were then completed on the Basis of information Provided during the two rounds of site visits.

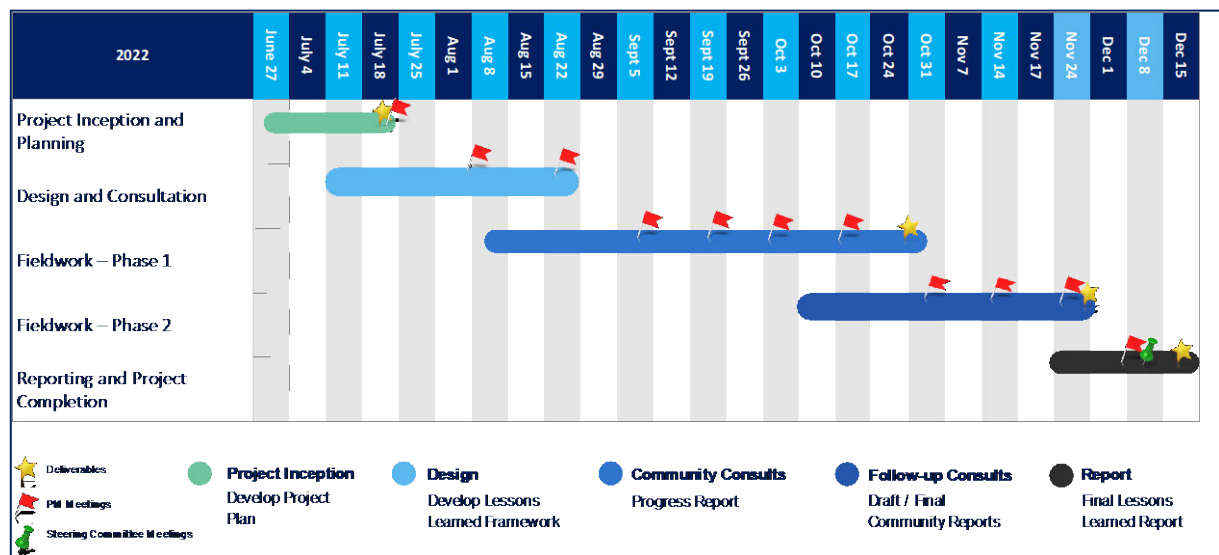
### REPORTING AND PROJECT COMPLETION

During this Stage, and throughout the Project, Keogh Bay produced a variety of reports and presentations. All reports were developed my means of a desktop review and provided electronically to the Project Steering Committee. Presentations and project updates were all delivered virtually via videoconference. Deliverables included:

- Project Plan (including a risk management plan)
- Progress Report
- Community Reports
- Steering Committee Presentation
- Final Report

The Gantt Chart below provides an overview of the timing of each phase, where meetings and presentations were undertaken and the associated project deliverables.

Figure 3 - Project Management - Gantt Chart



<sup>4</sup> Refer to the Findings and Recommendations Section of this report where caveats related to our findings are provided.

## AACAP Projects

This section of the report provides an overview of each AACAP Project / Community and the details around the infrastructure build and services provided to community. Site-level findings and recommendations pertinent to each AACAP project will be included in the subsequent sections 'Key Findings' and 'Recommendations'.

### AACAP 2016 – Laura, QLD

This section provides:

- an overview of the Laura community
- indicators of need linked to Closing the Gap targets
- stakeholder cohort/s available for interview
- the final SOW<sup>5</sup> - including TOO
- project budget, and
- services provided to community<sup>6</sup>.

#### About

Laura is small town in the Cook Shire, located on the Peninsular Development Road in North Queensland. It is believed to be home to over 280 people, with only 101 people completing the 2021 census. The Ang-Gnarra Aboriginal Corporation is the trustee of the traditional land situated in and around the township of Laura.

Laura is renowned for hosting the biennial Laura Quinkan Dance Festival, which is a three-day celebration of Indigenous music, dance and crafts. It is one of the longest running Aboriginal festivals in Australia.

#### Indicators of Disadvantage and Need

The following table outlines the key characteristics, and areas of disadvantage, of the Laura Aboriginal and Torres Strait Islander Community.

Table 2 - Laura Census Data

Laura Census Data (2021 or 2016)		
Description	Measure Description	Result
Engagement in employment, education and training	Fully or partially engaged (%)	30.5 per cent
Education	Attained Year 12 or above or Certificate 3 or above – Aged 20-24 years	100 per cent
Labour force status <sup>7</sup>	Percentage of labour force employed	70 per cent

<sup>5</sup> To the extent that information was available.

<sup>6</sup> As above.

<sup>7</sup> Based on a census response rate of 25 per cent

Laura Census Data (2021 or 2016)		
Description	Measure Description	Result
	Labour force participation rate	35.7 per cent
	Not in the labour force (%)	60.7 per cent
	Voluntary work (%)	8.3 per cent
Income	Median Weekly household income	\$1,125
Providing assistance to a person with a disability	Provided unpaid assistance (%)	4.4 per cent
Core need for assistance	Has a need for assistance <sup>8</sup>	17 per cent
Unpaid childcare	Total unpaid childcare (%)	28.3 per cent
Health	Chronic health condition	11 per cent
	Multiple chronic health conditions	4 per cent
Appropriately sized housing	Persons living in appropriately sized dwellings (%) – <i>Closing the gap target</i>	38 per cent
Housing	Tenure Type - Renter (%)	88 per cent
	Two family households (18 Indigenous Households)	75 per cent

The above analysis of Laura, based on 2016 and 2021 census data<sup>9</sup>, included 101 persons, approximately 76 of whom identified as Aboriginal or Torres Strait Islander. Almost the entirety of the local Aboriginal and Torres Strait Islander population are in the labour force (or undertaking volunteer work), providing unpaid assistance to a person with disability or unpaid childcare. Roughly 38 per cent of the population reside in an appropriately sized dwelling, with minimal local home ownership. Over five per cent of the Indigenous population has a chronic health condition.

### Stakeholders

This report was developed progressively during two separate rounds of fieldwork. The first site visit was conducted during the week commencing 08 August 2022, with the second taking place during the week commencing 24 October 2022. The conclusions and recommendations provided in this report were drawn mostly from:

- NIAA staff based in Cairns
- Cook Shire Council representatives

<sup>8</sup> Based on 'Need for assistance not stated'

<sup>9</sup> Laura - 2021 Census Aboriginal and/or Torres Strait Islander people QuickStats, [www.abs.gov.au](https://www.abs.gov.au), accessed 10 November 2022.

- Staff at the QLD Department of Seniors, Disability Services and Aboriginal and Torres Strait Islander Partnerships (DSDSATSIP), and
- Members of the Ang-Gnarra Aboriginal Corporation and its executives<sup>10</sup>.

### *Scope of Works and Budget*

Based on the initial consultations undertaken, the SOW items agreed to by community representatives were the following items:

- Wastewater Treatment System (WTS) including a gravity sewer from properties throughout the town to new treatment ponds and irrigation disposal.
- Multi-Purpose Facility (MPF) consisting of office space, training space and a small kitchen facility.
- Roof over the existing basketball court.
- Footpath along the Peninsula Developmental Road.

Some variations agreed to subsequently were, as follows:

- Water Treatment System
  - The WTS was split into two components:
    - Wastewater Disposal System
 

The system was designed to be capable of handling full waterborne sewage to facilitate the possible future removal of household septic tanks (which were intended to remain in the first instance).
    - Wastewater Treatment Facility
 

A series of four treatment ponds and an irrigation pump house and irrigation area (covering five hectares) were constructed to provide sufficient treatment to the wastewater prior to disposal via irrigation.
- Footpath
  - High pre-tender estimates of construction costs caused the length of the footpath scope item to be reduced, which was later lengthened as budget constraints lessened.
- Picnic Area
  - Not originally part of the scope, this item was added as a requirement of Indigenous Land Use Agreement negotiations and included a covered area with picnic facilities and an open fireplace.

Whilst onsite, Army delivered a small number of Tasks of Opportunity, costing roughly \$34,580. These included:

- an upgrade to the Pandanus Park War Veteran's Retreat memorial
- a picnic ground construction site (where trainees were offered the opportunity to work on a real site), and a
- a Health Centre outdoor area.

Overall, it was noted that AACAP 2016 came in at \$660,000 under budget.

<sup>10</sup> Refer to Appendix A for more details of stakeholders interviewed during Keogh Bay's two rounds of community consultations

## *Service Provision*

### **Training**

As part of AACAP 2016, Army delivered a series of accredited and non-accredited training activities to provide employability skills and improve lifestyle in Laura and surrounds. Training activities undertaken, were as follows:

- Certificate II in Construction Pathways
  - Eight people participated in the course, with five completions. Four people obtained employment as a result.
- Certificate II in Hospitality (catering)
  - Six people participated in the course with four completions. Three people obtained employment.
- Non-accredited computer skills, administration and media training to the Ang-Gnarra Aboriginal Group, and
- non-accredited photography and trade skills training to the Laura Rangers.

Army's training team also supported community engagement activities and NAIDOC Week celebrations.

### **Employment**

Several key employment opportunities were created as part of AACAP 2016, which included Cultural Heritage Monitors and Pipe Laying Crews. This amounted to over 1,000 hours of employment.

### **Health**

Health and ancillary Services provided to the community were as follows:

- Medical
  - Army Medical and Nursing officers provided approximately 221 hours of community support, which involved mostly community education around first aid, ear hygiene and healthy eating.
- Dental
  - The Dental Team operated a clinic 6-days per week from May to September 2016 and provided 780 hours of service to Laura and the surrounding communities.
  - The clinic provided services to 155 adults and 29 children.
- Physical Training
  - Regular physical training assistance was provided to the Laura Primary School.
  - A physiotherapist assisted in community led playgroups on a weekly basis (in Laura and surrounding communities) and provided education on identifying early signs of developmental conditions in infants.
  - The rehabilitation team provided approximately 94 hours of assistance, which included the support during the NAIDOC week rugby gala and a number of local sports competitions.
- Veterinary
  - Army veterinarians provided roughly 100 hours' worth of veterinary assistance, which included 53 surgeries and examinations to the local pet population (mostly canines).

## AACAP 2017 – Toomelah, NSW

- an overview of the Toomelah community
- indicators of need linked to Closing the Gap targets
- stakeholder cohort/s available for interview
- the final SOW - including TOO
- project budget, and
- services provided to community.

### About

Established as a mission in the 1930s, Toomelah is an Aboriginal Community located in the far North of inland NSW, just south of the Queensland border and is home to around 500 Gamilaroi and Bigambal people. In reality, this number is generally much lower, with 323 residents counted in the 2021 census.

The town is located within the Boggabilla locality in Moree Plains Shire Council and close to Goondiwindi (over the QLD border) and covers an area of roughly 800 square kilometres.

### Indicators of Disadvantage and Need

The following table outlines the key characteristics, and areas of disadvantage, of the Toomelah Aboriginal and Torres Strait Islander Community.

Table 3 - Toomelah Census Data

Toomelah Census Data (2021 or 2016)		
Description	Measure Description	Result
Engagement in employment, education and training	Fully or partially engaged (%)	13.1 per cent
Education	Attained Year 12 or above or Certificate 3 or above	13.6 per cent
Labour force status	Percentage of labour force employed	23.1 per cent
	Labour force participation rate	11.3 per cent
	Not in the labour force (%)	90.4 per cent
	Voluntary work (%)	16.8 per cent
Income	Median Weekly household income	\$1,071
Providing assistance to a person with a disability	Provided unpaid assistance (%)	27.2 per cent
Core need for assistance	Has a need for assistance	5.1 per cent
Unpaid childcare	Total unpaid childcare	44 per cent
Health	Chronic health condition	21 per cent
	Multiple chronic health conditions	2.5 per cent

Toomelah Census Data (2021 or 2016)		
Description	Measure Description	Result
Appropriately sized housing	Persons living in appropriately sized dwellings (%) – <i>Closing the gap target</i>	66.8 per cent
Housing	Tenure Type - Renter (%)	100 per cent
	Two family households (42 Indigenous Households)	23.8 per cent

The above analysis of Toomelah based on the 2021 census data, which included 323 persons, approximately 175 of whom identified as Aboriginal or Torres Strait Islander. Almost the entirety of the local Aboriginal and Torres Strait Islander population are in the labour force (or undertaking volunteer work), providing unpaid assistance to a person with disability or unpaid childcare. Only two-thirds of the population reside in an appropriately sized dwelling, with no local home ownership. Over 25 per cent of the Indigenous population has a disability or chronic health condition.

### *Stakeholders*

This report was developed progressively during two separate rounds of fieldwork. The first site visit was conducted during the week commencing 5 September 2022, with the second taking place during the week commencing 10 October 2022. The conclusions and recommendations provided in this report were drawn mostly from:

- NIAA staff based in Tamworth,
- staff at the local Health Service
- the TAFE training manager
- the Many Rivers Microfinance Head of Community Economic Development
- current and former Aboriginal Land Council representatives, and
- a small number of community members present at the Health Service during our initial visit<sup>11</sup>.

### *Scope of Works and Budget*

The final SOW items, any changes / relevant information, and the end-users, are noted below:

- MPF (Toomelah LALC)
  - The existing hall was demolished and replaced with the new MPF, which has become a notorious centrepiece of the community. Significant scope and design changes were required for the MPF, with its total cost blowing out and significantly affecting other items (and even the budget for AACAP 2018).
- Community Roads Upgrade (MPSC)
  - The final build included only a number of repairs at numerous locations around the community as well as maintenance, such as cleaning out culverts and sweeping roads.
- Church Refurbishment (Toomelah LALC)
  - Works included repairs to the outside of the building including roofing, walls and doorways and repairs to the inside of the building, including removing the existing kitchen bench and

<sup>11</sup> Refer to Appendix A for more details of stakeholders interviewed during Keogh Bay's two rounds of community consultations

sink, damaged sections of the internal walls and floor and electrical upgrades. The interior and exterior of the building was also painted.

- Waste Management (Toomelah LALC)
  - Work was carried out as intended, with the asbestos from other demolition activities pushed into the existing waste pits prior to remediation.
- Oval Refurbishment (Toomelah LALC)
  - The final scope included minor improvements to the playing field and main building and the installation of a new septic tank. Due to the lack of time and resources, major planned works to the building were not undertaken. The oval playing surface, oval fence and seating were omitted from the final scope.
- Survey to Support Potential Subdivision (Toomelah LALC, NSWLALC, MPSC)
  - Army conducted a cadastral survey, which includes the lot boundary as well as the location of internal roads and individual property boundaries / fence lines within Toomelah.

Initially scoped Tasks of Opportunity included:

- Playground fencing
- War Memorial refurbishment
- Canoe Tree area preservation and improvements
- Kindergarten shade sail.

Given the scope issues impacting the MPF, it is unclear if there was budget left for TOO). The final cost of AACAP 2017 was \$7.3 million against a budget of \$6.7 million and involved more than 34 variations over the course of the build.

### *Service Provision*

#### **Training Outcomes**

As part of AACAP 2017, Army delivered a range of foundational employment and training activities, health programs and veterinary treatments.

Training activities undertaken, were as follows:

- Certificate II Construction Pathways / Certificate I Engineering (11 participants)
- Certificate II Hospitality (21 participants)
- Certificate II Business (9 participants – 3 completions)
- Food Preparation (three trainees working in the Army Camp – Camp Birt – Kitchen)
- First aid training (unknown participant numbers) – requirement for employment within many industries

#### **Employment Outcomes**

Local community members were able to gain employment in the region as a result of training provided by Army (e.g., at least two local people had taken jobs in hospitality in Goondiwindi after gaining a Responsible Service of Alcohol certification. More than 25 people had completed this course.

#### **Health Outcomes**

Health Services provided to the community were as follows:

- A medical officer delivered 90 appointments at schools and clinics
- A physiotherapist carried out 242 appointments
- Various Dental procedures (e.g., cleaning, minor procedures and hygiene lessons) were performed (193)
- Education and training relating to the spread of disease in a communal environment

The Army also led or took part in a range of physical training activities. These included:

- A community Sports Program designed for members of the local community, the local rugby team, the Toomelah school and a fitness session for women.
- ADF personnel also led weekly running sessions in Goondiwindi.

Veterinary Treatment were delivered to local pets and rogue animals and involved:

- Vet appointments (52)
- Microchipping (22)

### Other

- Work Development Orders (WDOs)
  - WDOs are a NSW Government initiative to help people with unpaid fines to clear their debt. NIAA facilitated an arrangement with NSW Legal Aid and the Army to have a range of WDO activities that the community could sign up for (including the Army training).
  - The Army managed the administration and recording of participation, which resulted in more than 40 fines being cleared. The total value for closed WDOs was almost \$60,000.
- TAFE
  - The TAFE campus at Boggabilla was reopened as part of the project and is still open today. Courses are increasing in variety and frequency, offering local people training relevant to local opportunities (e.g., the Inland Rail workforce).
- Capability Building and Mentoring
  - Toomelah LALC were provided with close support from Many Rivers Microfinance to help understand the cost and challenges of taking on ownership of the new assets.

## AACAP 2018 – Yalata, SA

This section provides:

- an overview of the Yalata community
- indicators of need linked to Closing the Gap targets
- stakeholder cohort/s available for interview
- the final SOW - including TOO
- project budget, and
- services provided to community.

### About

Yalata is an Aboriginal community located 200 kilometres west of Ceduna in the southwestern region of South Australia. It covers an area of more than 4,500 square kilometres and lies on the traditional lands of the Wirangu people. According to the 2021 census the community has a population of just over 300.

Yalata was initially established as a sheep station (Yalata Station) in the late 1800s. In 1951, the South Australian Government purchased the property for the benefit of Aboriginal people. It then became a mission in 1954. In 1974 the Yalata Community Council took over the whole reserve, and the mission ceased operations.

Yalata Land is held in trust under the Aboriginal Lands Trust Act 1966, under a 99-year Community Residential Lease, and continues to be governed by the Yalata Community Council Incorporated.

Yalata Anangu Aboriginal Corporation was incorporated in 2015.

### *Indicators of Disadvantage and Need*

The following table outlines the key characteristics, and areas of disadvantage, of the Yalata Aboriginal and Torres Strait Islander Community.

*Table 4 - Yalata's Census Data*

Yalata Census Data (2021 or 2016)		
Description	Measure Description	Result
Engagement in employment, education and training	Fully or partially engaged (%)	41.7 per cent
Education	Attained Year 12 or above or Certificate III or above – Aged 20-24 years	27.3 per cent
Labour force status <sup>12</sup>	Percentage of labour force employed	81.8 per cent
	Labour force participation rate	35.1 per cent
	Not in the labour force (%)	67 per cent
	Voluntary work (%)	2.8 per cent
Income	Median Weekly household income	\$1,021
Providing assistance to a person with a disability	Provided unpaid assistance (%)	6.9 per cent
Core need for assistance	Has a need for assistance <sup>13</sup>	1 per cent (22 per cent not stated)
Unpaid childcare	Total unpaid childcare (%)	38.2 per cent
Health	Chronic health condition	12 per cent (21 per cent not stated)
	Multiple chronic health conditions	3.3 per cent
Appropriately sized housing	Persons living in appropriately sized dwellings (%) – <i>Closing the gap target</i>	44.1 per cent
Housing	Tenure Type - Renter (%)	96.6 per cent from State or Community Housing Authority

<sup>12</sup> Based on a census response rate of 25 per cent

<sup>13</sup> Based on 'Need for assistance not stated'

Yalata Census Data (2021 or 2016)		
Description	Measure Description	Result
	Multiple family households (out of 63 Indigenous Households)	14.3 per cent

The above analysis of Yalata, based on 2016 and 2021 census data, included 302 persons, approximately 277 of whom identified as Aboriginal or Torres Strait Islander (92 per cent), with six individuals whose Indigenous status was not stated.

Yalata has a low labour force participation rate, with a high percentage of those individuals engaged in employment (82 per cent). Over 40 per cent of local Aboriginal and / or Torres Strait Islander people provide unpaid childcare or support a person with disability.

Over 12 per cent of the adult population in Yalata have a chronic health condition, with that amount likely to be much higher due to a 21 per cent non-response rate for that part of the census.

### *Stakeholders*

This report was developed progressively during two separate rounds of fieldwork. The first site visit was conducted during the week commencing 26 September 2022, with the second taking place during the week commencing 31 October 2022 (with Adelaide-based consultations only).

The conclusions and recommendations provided in this report were drawn mostly from:

- NIAA staff based in Ceduna
- Yalata Anangu Aboriginal Corporation staff and management
- Tullawon Health Service staff
- Aboriginal Lands Trust management (in Adelaide)<sup>14</sup>.

### *Scope of Works and Budget*

Following the completion of the Army's scoping activities, the following SOW items were agreed and prioritised, as follows:

1. Child Parent Centre
2. Staff Housing
3. Waste Management Facility Upgrade
4. Community Roads
5. Demolition of Yalata Roadhouse
6. Upgrade to Caravan Park Ablution Block
7. Installation of a Water Bore
8. Community Hall – develop design to 50 per cent only
9. Demolition of Existing Child Care Centre

<sup>14</sup> Refer to Appendix A for more details of stakeholders interviewed during Keogh Bay's two rounds of community consultations.

Tasks of Opportunity that were separately identified, included:

- an outdoor church upgrade, and
- Caravan Park upgrades.

The total budget for the project was roughly \$8.7 million.

### *Service Provision*

As part of AACAP 2018, Army provided foundation employability skills and community engagement training to members of the Yalata community. This included training in the areas of basic food preparation, health awareness, first aid, construction and engineering, sports organisation and skill development and business.

### **Training Outcomes**

Training activities undertaken, were as follows:

- Certificate II in Construction Pathways
  - Twenty-one people participated in the course, with only one completion.
- Certificate I in Hospitality
  - Six people participated in the course with only two completions.
- Photography Training – non-accredited training.
- South Australian National Football League Clinic
  - This was a two-day clinic (including BBQ) that aimed to teach students all the basic skills of Australian football as well as encouraging a healthy, active lifestyle.

### **Employment Outcomes**

Keogh Bay sighted no detailed employment outcomes relating to AACAP 2018.

### **Health Outcomes**

Health and ancillary Services provided to the community were as follows:

- Medical
  - Army's Health Team provided support to the local health service (Tullawon Health Services), which was intended to augment existing service delivery. Throughout the project over \$16,000 worth of support was provided, as follows:
    - Medical– 174 patients over 221 hours
    - Physiotherapy – 25 patients over 30 hours
- Environmental Health
  - Army established a mentoring program to enhance the skills of a local Aboriginal Environmental Health Worker and developed an Environmental Health Notebook (and supporting toolkit).
- Dental
  - As above, the Army dental team augmented services provided by Tullawon. Throughout the project over \$36,000 worth of support was provided to 101 patients over 250 hours.
- Health and Wellbeing
  - Army provided a range of presentations intended to improve general health and wellbeing to community members. This consists of sports / PT, school briefs, and health and wellbeing talks.
- Veterinary
  - Army veterinarians provided roughly 39 hours' worth of veterinary assistance at a cost of roughly \$12,000, which included 93 local vet patients.

## AACAP 2019 – Jigalong, WA

### About

Jigalong was established in 1947 when the land was granted to the Apostolic Church and used as a Christian mission. The land was returned to the West Australian government in 1969 as an Aboriginal reserve, and was granted to the Martu people in 1974. Jigalong is in the Pilbara region of WA, approximately 150km Northeast of Mount Newman with an estimated population of 306 residents counted in the 2021 census.

Jigalong is located within the East Pilbara Shire and covers an area of roughly 800 square kilometres.

### Indicators of Disadvantage and Need

The following table outlines the key characteristics, and areas of disadvantage, of the Jigalong Aboriginal and Torres Strait Islander Community.

Table 5 - Jigalong Census Data

Jigalong Census Data (2021 or 2016)		
Description	Measure Description	Result
Engagement in employment, education, and training	Fully or partially engaged (%)	13.1 per cent
Education	Attained Year 12 or above or Certificate 3 or above	20.9 per cent
Labour force status	Percentage of labour force employed	40.8 per cent
	Labour force participation rate	18.8 per cent
	Not in the labour force (%)	52.2 per cent
	Voluntary work (%)	14.1 per cent
Income	Median Weekly household income	\$862
Aiding a person with a disability	Provided unpaid assistance (%)	17.3 per cent
Core need for assistance	Has a need for assistance	5.1 per cent
Unpaid childcare	Total unpaid childcare	44 per cent
Health	Chronic health condition	24.7 per cent
	Multiple chronic health conditions	2.6 per cent
Appropriately sized housing	Persons living in appropriately sized dwellings (%) – <i>Closing the gap target</i>	82 per cent
Housing	Tenure Type - Renter (%)	93.8 per cent
	Family households	78.8 per cent

The above analysis of Jigalong is based on the 2021 census data, which included 306 persons, approximately 276 of whom identified as Aboriginal or Torres Strait Islander. Almost sixty percent of the local Aboriginal and Torres Strait Islander population are in the labour force (or undertaking volunteer work), providing unpaid assistance to a person with disability or unpaid childcare. Eighty percent of the population reside in an appropriately sized dwelling, with no local home ownership. Approximately 30 per cent of the Indigenous population is reported to have a disability or chronic health condition.

### *Stakeholders*

This report was developed progressively during two separate rounds of fieldwork. The conclusions and recommendations provided in this report were drawn mostly from:

- The current CEO and other staff at the community
- NIAA staff based in South Hedland
- staff at the community Health Service
- a small number of community members present during our visit
- NGO services in Newman<sup>15</sup>

### *Scope of Works and Budget*

As a result of the reconnaissance visits and scoping discussions / observations, the SOW items agreed to by community, were as follows:

- Creek Crossings
  - Construction of permanent Creek Crossings to improve access to the bores and rubbish tip to allow the community to fuel; the bore pumps and enable garbage removal from the community.
- BBQ Area
  - Communal area to enable three key areas:
    - Facilitate large family gatherings
    - External area for elders to convene
    - Area for visitors to rest while in the community.
- Amenities Block
  - Need for a public amenity to service male, female, and disabled users. Designed to separate male and female users for cultural purposes.
- Youth Centre
  - Requirement for a multi-purpose facility to engage youth and young families.

It does not appear that any TOO were developed, despite there being a budget allocation of more than \$50,000. The CEO indicated that he had attempted to facilitate the development of a new garbage tip which was agreed to, but no action occurred.

Note: Following completion of the build, it was later found that the creek crossing design was inadequate for the location and weather extremes and was required to be rebuilt or refurbished several times.

The total cost estimate for the project was \$5.1 million.

<sup>15</sup> Refer to Appendix A for more details of stakeholders interviewed during Keogh Bay's two rounds of community consultations.

## *Service Provision*

### **Health and Environmental Outcomes**

Through AACAP 2019, Army delivered Environmental Health, Veterinary, Rehabilitation, Dental, and Primary Health Care benefits to the Community. The Clinical Placement provided members of the Army to augment the Jigalong Health Centre, thereby establishing a strong relationship with members of community and health providers. The following services were delivered:

- The Physiotherapist provided support for four days and saw a total of six patients.
- The Primary Health Care team provided one medical officer for the first 10 days of rotation, and then two for the remaining thirteen. A total of fifty-two patients were seen by the clinical staff.
- First-aid training was provided. Which was aimed at community members seeking employment in local industries and developing relevant skills.
- Dental services delivered routine dental checks, minor procedures, and dental hygiene lessons. Patients included:
  - 116 community patients
  - fifty-one military patients
- The Environmental Health Team delivered education and training about the spread of disease in a communal environment as well as conducting water testing, waste management and vector control activities.
- Various veterinary services were delivered over a two-week period, with a number of pets and rogue animals treated. Veterinary treatments included:
  - Eighty dogs, one cat, one cow, one goat.
- Physical training and sport through various exercise programs and sports events, including softball, AFL, basketball with participation of ADF personnel and afternoon PT with school students.

## **AACAP 2020 – Pormpuraaw, QLD**

### *About*

Pormpuraaw, located in the Cape York region approximately 500 kilometres from the tip of Australia, covers an area of roughly 4,400 square kilometres, with a population of over 800 people. The area originally was set up as the Edward River Mission in 1938, with Aboriginal people gradually drawn from their traditional lands into the mission settlement.

The Shire is a special Local Government Area (LGA) which is managed under a Deed of Grant in Trust (DOGIT) under the Local Government (Community Government Areas) Act 2004. This was granted in 1986, enabling the Pormpuraaw Aboriginal Community Council to have full local government authority over the area.

Pormpuraaw is home to the Thaayore, Wik, Bikanh and Yir Yoront People. The Pormpuraaw Aboriginal Shire Council (PASC), with the Cape York Land Council, controls and manages all the land in Pormpuraaw.

### *Indicators of Disadvantage and Need*

The following table outlines the key characteristics, and areas of disadvantage, of the Pormpuraaw Aboriginal and Torres Strait Islander Community.

*Table 6 - Pormpuraaw Census Data*

Pormpuraaw Census Data (2021 or 2016)		
Description	Measure Description	Result
Engagement in employment, education and training	Fully or partially engaged (%)	32.4 per cent
Education	Attained Year 12 or above or Certificate 3 or above – Aged 20-24 years	46.7 per cent
Labour force status	Percentage of labour force employed	74.7 per cent
	Labour force participation rate	43.5 per cent
	Not in the labour force (%)	56.8 per cent
	Voluntary work (%)	4.9 per cent
Income	Median Weekly household income (Aboriginal and Torres Strait Islander families)	\$929
Providing assistance to a person with a disability	Provided unpaid assistance (%)	26.8 per cent
Core need for assistance	Has a need for assistance <sup>16</sup>	5 per cent
Unpaid childcare	Total unpaid childcare (%)	45.2 per cent
Health	Chronic health condition	13.8 per cent
	Multiple chronic health conditions	5.1 per cent
Appropriately sized housing	Persons living in appropriately sized dwellings (%) – <i>Closing the gap target</i>	49.4 per cent
Housing	Tenure Type - Renter (%)	83.8 per cent
	Two family households (122 Indigenous Households)	18.5 per cent

The above analysis of Pormpuraaw, based on 2016 and 2021 census data<sup>17</sup>, was based on 611 persons, approximately 479 of whom (78 per cent) identified as Aboriginal or Torres Strait Islander (with 60 individuals not stating). The labour force participation rate for Aboriginal and / or Torres Strait Islander people is only 43.5 per cent, with only 75 per cent of these individuals employed

<sup>16</sup> Excludes 'Need for assistance not stated'

<sup>17</sup> Pormpuraaw - 2021 Census Aboriginal and/or Torres Strait Islander people QuickStats, [www.abs.gov.au](https://www.abs.gov.au), accessed 10 November 2022.

(roughly 155 people). More than 25 per cent of the local population provides unpaid assistance to a person with a disability.

Only half of the Aboriginal and Torres Strait Islander population live in an appropriately sized dwelling, with minimal local home ownership (only nine homes that are owned outright). Roughly 60 per cent of housing is provided by a state housing authority. Over 13 per cent of the Indigenous population has a chronic health condition.

### *Stakeholders*

This report was developed progressively during two separate rounds of fieldwork. The first site visit was conducted during the week commencing 08 August 2022, with the second taking place during the week commencing 24 October 2022. The conclusions and recommendations provided in this report were drawn mostly from:

- NIAA staff based in Cairns
- Cook Shire Council representatives
- Staff at the QLD Department of Seniors, Disability Services and Aboriginal and Torres Strait Islander Partnerships (DSDSATSIP)
- Pormpuraaw Health Clinic Staff
- Representatives from Pormpur Paanthu Aboriginal Corporation
- Rise Ventures management<sup>18</sup>, and
- members of the Pormpuraaw Aboriginal Shire Council and its Executives<sup>19</sup>.

### *Scope of Works and Budget*

As a result of the reconnaissance visits and scoping discussions / observations, the SOW items agreed to by community, were as follows:

- Independent Living Facility
- 2 x 5 Lot subdivisions
- Men's Shed

The following items were discussed and removed from the Scope of Works:

- Drainage works (planning support only)
- Refurbishment of old DV Shelter Building
- Caravan Park / Camping Area upgrade
- Sports field irrigation

AACAP 2020 had a budget of \$50,000 for TOO. The following items were included for potential development:

- 1 x 4 Lot Subdivision
- Support to DSDSATSIP Town Centre Development

<sup>18</sup> Training Provider

<sup>19</sup> Refer to Appendix A for more details of stakeholders interviewed during Keogh Bay's two rounds of community consultations.

It is understood that these were not developed. Whilst a closure report is not yet available, it is believed that the following items were built opportunistically:

- sports field benches
- lighting, and
- dog bowls.

### *Service Provision*

It is understood that the following services were provided to community.

### **Training**

Army's Scoping Overview did not identify exactly what training was to be included as part of AACAP 2020. They did, however, note the existence of Rise, who are the local training (CDP) provider.

In the absence of a closure report, it is not clear exactly what the training outcomes were. Keogh Bay met with the training manager for Rise who noted that the following training was provided to interested community members:

- Heavy Machinery
- Maintenance and Construction
- Hospitality
- First Aid
- Photography

Records of Certificate Completions or Employment outcomes were not available.

### **Employment**

Whilst it was noted that some local people were engaged by Army in training as part of AACAP (e.g., in Maintenance and Construction), it is not clear how many local people secured employment following the project.

### **Health and Wellbeing**

Army's AACAP 2020 Scoping Overview noted that they could strongly complement Pormpuraaw's existing Health and Dental services and that this would definitely be part of the Project.

Keogh Bay understands that these services were provided (as well as veterinarian services) and that they were well received and utilised. Without a Completion Report, we are unable to comment on the nature, amount and cost of services provided, nor point to any specific outcomes.

## Key Findings

This section provides an overview of common themes and findings across all AACAP sites and separately highlights specific themes relevant to each location / project.

## Caveats / Limitations on Evidence

Whilst this engagement was focused on the five most recent AACAP projects, the impacts of COVID-19 meant that some of these projects go back as far as 2015. In many instances, there are few people from the relevant communities with knowledge of the project.

The views of many stakeholders have been informed by rumour and hearsay and often contradict each other. The views and conclusions provided in this report and the community reports are subject to inaccuracies and biases from such a small sample size of individuals with knowledge of the project (and those with the loudest voices). This is especially problematic in communities where there is long-standing conflict between family groups.

The conclusions and recommendations provided are drawn mostly from representatives from:

- NIAA
- State Government Agencies
- Local Health Services
- Training Providers
- Aboriginal Land Councils / Shire Councils, and
- a small number of community members available during our visits.

In addition to the above, Keogh Bay has had difficulty accessing documents or data relating to the project, especially information pertaining to any consultations that were conducted prior to or during the project. As an example, this might include:

- consultation notes with respect to how the community was selected and the basis on which the determination was made. It is understood that these determinations were made between Army, NIAA, other State based Government Agencies and Community Leaders (as outlined in this report).
- consultation notes regarding community need and expectations (i.e., between Army, NIAA and local community leaders)
- consultation notes kept by the project steering committee specific to that location (e.g., scope and design changes, cost overruns and prioritisation of tasks of opportunity)
- information included in End-User (or Asset-User) Agreements and how they were negotiated, and
- data regarding any due diligence that was done on the prospective future asset owners, including negotiations on future commercial usage.

## Common Themes and Findings

Listed below is a summary of the key findings that generally resonated across all sites. Comments can generally be directly attributed to stakeholder views, which should be considered with a note of caution given the caveats discussed above.

Comments provided under each of the key questions associated with the Lessons Learned Project. These are provided in no particular order. Where applicable, information provided in the site-specific findings have been drawn upon to reach conclusions with respect to these areas of inquiry.

## ENGAGEMENTS AND PARTNERSHIPS WITH COMMUNITY

Based on Army Scoping Overviews and Completion Reports, it is clear that a long and staged build up to each AACAP project is undertaken, which involves a fair degree of consultation with NIAA, State Government Agencies, Service Providers, Community Leaders, School and Early Childcare representatives. This is done in the form of reconnaissance visits, scoping visits, the development of feasibility and scoping reports etc.

Many stakeholders on-the-ground in AACAP communities complained that community consultation:

- did not occur early enough
- was insufficient and only included a few community leaders
- was not always reflective of the broader community needs, especially where family group tensions existed within that community, and
- could better scope out the nature of the health and training opportunities to be delivered in each community (with close consideration given to Closing the Gap targets, where possible).

It was also observed that project working groups / steering committees did not include local representation, with local people not involved with discussions or negotiations around large-scale scope changes.

When reviewing Army reconnaissance documentation, the level of consultation appears to be more extensive than that recalled by local stakeholders. This would suggest that a broader degree of project planning with community input (documented) needs to occur to allay any future concerns.

In general, strong relationships appear to be the hallmark of a successful AACAP project. The proactive involvement of State NIAA representatives was identified as a primary indicator of success. Likewise, high levels of engagement from State Government agencies and local service providers helped Army to better understand and scope the needs of community, and manage community relationships and expectations.

## INFRASTRUCTURE BUILD AND UPGRADE TO FACILITIES

Regardless of the community, each AACAP Project includes funding of \$7 million, which is matched with an in-kind commitment of support from Army. It was clearly stated by virtually all stakeholders, that they are grateful that their community was selected to receive the support and the asset/s that came along with the project. Despite this, it was not always clear why their community was selected and how the infrastructure plan evolved (and who signed off on it).

Refer to the AACAP Projects section above for the specific infrastructure that was developed. The reports clearly highlight where infrastructure is fit-for-purpose and used by community and, conversely, where assets were unused, not commercially viable or trouble by defects. Some notable issues with infrastructure are as follows:

- Laura – Stakeholders felt that the roof over the basketball court was unnecessary and an eyesore.
- Pormpuraaw – The independent living facility sat unused as older people were not prepared to leave their homes and risk losing it for their other family members. In addition, the Men's Shed sits unused as the Council has been unable to come to lease terms with a potential operator.
- Toomelah – The new Multipurpose Facility had significant scope and design changes resulting in a major cost blow out. This has resulted in increased maintenance and management costs and the Land Council has been unable to commercialise the asset. It is also reportedly no longer accessible by elderly people and not fit-for-purpose (i.e., it cannot host funerals as they are unable to get coffins inside).
- Jigalong – The creek crossing design was not suited to the location and weather extremes and was required to be rebuilt or refurbished several times.

As suggested above, many asset end-users did not appear to be sufficiently engaged prior to the build to consider the implications of asset ownership (e.g., management and maintenance). Many had not considered how the asset could be commercialised (e.g., possible service partners were not able to pay rent).

The inclusion of Tasks of Opportunity as scope items helped to generate a degree of flexibility with how Army approached and worked with Community. This enhanced the positive view of Army in Community. Small things such as the construction of benches, dog bowls and community signage were delivered and were often recalled fondly by members of the community. Given cost blow-outs and scope changes affecting many communities, the scope of TOO items was often reduced.

With the exception of one Community (Pormpuraaw), it was clear that end-users were happy with Army's responsiveness to any defects encountered, the flexibility they've shown with respect to the defect liability period and the overall quality of work.

### **IMPACT OF ARMY PERSONNEL BEING IN COMMUNITY**

There was virtually unanimous praise for Army personnel and their relationships with community (especially the youth). Army personnel were held in high regard, often doing small things like carrying people's groceries to their cars. Army personnel were active in community, participating in (or leading) a range of activities, such as:

- welcome ceremonies
- NAIDOC events
- cultural festivities
- AACAP kick off and closing ceremonies
- community BBQs
- tours of Camp Birt
- workplace support for local trainees (e.g., hospitality students working at Camp Birt)
- rugby or AFL tournaments, and
- community health and wellbeing events (including personal training).

Where Army had located their camp close to community there was a higher level of engagement from the community. In Yalata, it was notable that Army camped quite a long way from community and delivered most of its part of the infrastructure build outside of community, utilising sub-contractors to do work in town. This resulted in lesser degrees of engagement and satisfaction. This was the exception of the five communities assessed.

As a result of Army's high engagement with community, there was reported to be a notable improvement in school attendance rates in some of the communities. In addition, community members were actively attending physical training activities and health education sessions, leading to an increased awareness of general health and wellbeing (see below).

The only negative, which was reported across a number of locations, was that each community and community members (especially young people) received what was described as a 'sugar hit' when army are in community, leaving notable lull post-completion. Army could address this by leaving staff on location during the defect liability period and engaging a cultural liaison officer.

### **OUTCOMES OF TRAINING AND DEVELOPMENT ACTIVITIES**

As documented throughout this report, Army provided a range of certified and non-certified training to local people with some successful completions and a few employment opportunities identified. There are opportunities for improvement here also, where training could be broader (i.e., beyond the needs of the project). It was suggested that there was an opportunity to target more training to women.

In general, there appeared to be better outcomes when community leaders (and members of the community) were more fully consulted during the reconnaissance and scoping phases of each project.

Key findings with respect to the outcomes of training and development activities varied from community to community. Refer to the site-specific outcomes highlighted in the AACAP Project Summaries in the preceding section of this report.

As an example, in Toomelah (AACAP 2017), the following training outcomes were achieved:

- Certificate II Construction Pathways / Certificate I Engineering (11 participants)
- Certificate II Hospitality (21 participants)
- Certificate II Business (9 participants – 3 completions)
- Food Preparation (three trainees working in the Army Camp – Camp Birt – Kitchen)

### **HEALTHCARE AND OTHER AUXILIARY HEALTH OUTCOMES IN THE COMMUNITY**

As part of each AACAP Project, Army provide a range of health, allied health and dental services. This is generally supplemented with health promotion projects (e.g., fitness sessions) and Veterinarian Services.

The delivery of these health and dental services, designed to augment existing services, were greatly appreciated by community members, with high levels of uptake. In addition, local health workers appreciated the presence of Army in that there was a degree of skill sharing between the two groups (e.g., Army staff learned how work in and engage with Aboriginal communities and local health workers could participate in training provided by specialists, where available).

As with the training and development activities above, there appeared to be better outcomes when community leaders (and members of the community) were more fully consulted during the reconnaissance and scoping phases of each project. With respect to these services, there was a feeling that more could be done (e.g., targeting older men who can be reluctant to seek help).

Once again, the Health Outcomes are outlined in the site-specific outcomes highlighted in the AACAP Project Summaries in the preceding section of this report. Using Toomelah and an example, the following Health, wellbeing and veterinary services were provided to community:

- A medical officer delivered 90 appointments at schools and clinics
- A physiotherapist carried out 242 appointments
- Various Dental procedures (e.g., cleaning, minor procedures and hygiene lessons) were performed (193)
- Education and training relating to the spread of disease in a communal environment

The Army also led or took part in a range of physical training activities. These included:

- A community Sports Program designed for members of the local community, the local rugby team, the Toomelah school and a fitness session for women.
- ADF personnel also led weekly running sessions in Goondiwindi.

Veterinary Treatment were delivered to local pets and rogue animals and involved:

- Vet appointments (52)
- Microchipping (22)

### **EMPLOYMENT OUTCOMES**

Employment outcomes were generally not well documented in project completion reports. There was some anecdotal evidence provided that the most common employment outcome was in the hospitality sector, where individuals had completed their Responsible Service of Alcohol Certificates

and other training provided by the Army (e.g., Certificate II in Hospitality). In some instances, Army was able to mentor trainees in their camp kitchens.

Other potential employment opportunities were linked to Maintenance and Construction, where local people were engaged in the build. This was rare.

As noted above, in Toomelah, local residents are now accessing training from TAFE that is directly related to employment opportunities (e.g., the Inland Rail Workforce).

In Laura, it was noted that over 1,000 hours of employment was created. This included local people being employed as Cultural Heritage monitors and pipe laying crews.

For more detail, refer to the site-specific reports.

### **POST-PROGRAM BENEFITS**

Across-the-board, there were few notable and consistent residual program benefits reported. This varied greatly between sites. As described throughout the report, many infrastructure items sit unused or are not fit for purpose, while others are greatly appreciated.

In the case of Toomelah, the local TAFE campus reopened to provide training and remains open to this day, capitalising on relevant local training opportunities. In addition, community members were able to complete Work Development Orders as part of Army's training in order to pay off accumulated fines. In total, 40 fines were clear, worth almost \$60,000.

As noted earlier in this report, the nature of Closing the Gaps targets, or other measures of disadvantage impacting Aboriginal and Torres Strait Islander people are generational in nature. The impacts of a single AACAP project is unlikely to make dramatic and sustainable change (especially given the short timeframes involved).

We note, however, the focus on training and education, as well as the delivery of augmenting health, wellbeing, dental and other services are targeted to community needs and do align with Closing the gap Targets. Accordingly, there will be a benefit to community linked to these targets and indicators of disadvantage.

As recommended in the next section of the report, a full evaluation of each AACAP project within 12 months of project completion would help to establish any long-term benefits or determine how the program can be changed to improve long-term benefits. These learnings can then be applied to future AACAP Projects.

### **ADDITIONAL SUPPORT REQUIRED TO HELP COMMUNITIES FULLY LEVERAGE ALL THE BENEFITS OF AACAP**

As noted earlier, it was felt that Army personnel could stay in community longer (e.g., undertake a staged withdrawal from community) and continue to run programs and activities during the defect liability period for each project.

It was also recommended that asset-owners be provided with up to 12-months of post program support to help understand the cost and challenges of taking on new assets and to develop a sustainable commercial model. Many Rivers Microfinance has worked in a couple of communities to provide post-project support. This would be in addition to support provided during the build. Where required, proper support will help to understand all the nuances around asset ownership, management, maintenance, replacement and commercialisation.

As above, a post-project completion review will help to further determine any additional support required by community and asset owners to leverage all the benefits from AACAP.

## SITE SPECIFIC FINDINGS

This section lists a few pertinent finding related to each AACAP project that is not captured above.

### Laura 2016

The following table provides a list of finding with respect to AACAP 2016, delivered in Laura, QLD.

Table 7 - Laura, QLD Site Specific Findings

Laura – Site Specific Findings		
Number	Nature of Issue	Description of Issue
1	Stakeholder Turnover	Laura is the oldest AACAP site, with the fewest stakeholders with knowledge of the project and the lowest consultation participation rate.
2	Council Building	The council building is a much appreciated and well-used facility. It is home to the local Aboriginal corporation and is used for training and meetings.
3	Camp Location	It was reported that the benefits inherent in the location of Army's camp will provide some economic benefit to the property owner or community. It was reported that this benefit was bestowed upon a local station owner (including assets left behind). Council believes there were suitable locations in community (disputed).
4	Basketball Roof	Most stakeholders did not understand why this was developed and noted that it was an underused eyesore.
5	Asset Ownership	There was a degree of dissatisfaction reported by the fact that Cook Shire Council took ownership of the assets (as Laura is a township).
6	State Government Involvement	It was apparent that a large group of QLD State Government Agencies were involved in a reference capacity. No stakeholders (outside of DSDSATSIP) had any knowledge of the project. NIAA involvement could have contributed to enhanced outcomes.

### Toomelah 2017

The following table provides a list of findings with respect to AACAP 2017, delivered in Toomelah, NSW.

Table 8 - Toomelah, NSW Site Specific Findings

Toomelah – Site Specific Findings		
Number	Nature of Issue	Description of Issue
1	Cost Blowouts	There were issues with the Community Hall, in that it went way over budget, reducing the scope of (or eliminating) other scope items, or TOO. Key community stakeholders expressed remorse with respect to their endorsement of a building that caused so

Toomelah – Site Specific Findings		
Number	Nature of Issue	Description of Issue
		many issues with the project and that generally sits empty and unused by possible commercial partners.
2	Utility of Community Hall	As a result of scope changes that raised the community hall significantly, it is no longer suitable for funerals (which was one of its main intended uses) and is hard to access by older members of the community.
3	Stakeholder Access	As with Laura above, the Toomelah project has few stakeholders left with direct involvement in the scoping of the project or knowledge of the project.
4	End-User Issues	It appears the future asset owners lacked the knowledge related to the costs of asset ownership (despite business mentoring support). It seems that there was no contemplation around the commercial use of assets and any potential customers / clients before taking on ownership. There are no records of any due diligence being conducted.
5	Condition of Football Field	Keogh Bay noted that the football field was overgrown and generally unusable.
6	NIAA Involvement	It is clear that the very proactive engagement of a Tamworth-based NIAA representative had significant positive impacts on the project and helped to liaise with community as well as managing their expectations.

### Yalata 2018

The following table provides a list of findings with respect to AACAP 2018, delivered in Yalata, SA.

Table 9 - Yalata, SA Site Specific Findings

Yalata – Site Specific Findings		
Number	Nature of Issue	Description of Issue
1	Economic Benefit to Community	The s47F recommended that Army use local retailers to buy supplies as they were being shipped in from Ceduna. It was noted in other communities that Army did support local suppliers. It is not clear why that did not happen on this project.
2	Access to Army	In Yalata specifically, stakeholders noted a lower profile of Army, given the location of the camp, use of subcontractors in community and other works being done outside of community.
3	s47F Personal Agenda	Allegations were made about attempts to influence the scope of works for personal benefit. This does not have appeared to impact the project at all.
4	Use of Sub-Contractors	Stakeholders were confused by the large amount of work conducted by subcontractors, especially in community.

Yalata – Site Specific Findings		
Number	Nature of Issue	Description of Issue
5	Sample Size	As with other communities, there were very few stakeholders available with much firsthand knowledge of the project in Yalata.

### Jigalong 2019

The following table provides a list of findings with respect to AACAP 2019, delivered in Jigalong, WA.

Table 10 - Jigalong, WA Site Specific Findings

Jigalong – Site Specific Findings		
Number	Nature of Issue	Description of Issue
1	Floodway Crossing Design	Stakeholders believed that the initial design and implementation of the floodway crossing was insufficient and did not consider climatic conditions. Following the first rain, the drain was clogged, and the embankment washed away due to the diverted water flow.
2	Early Childhood Facility	Stakeholders insisted that this was a fantastic asset. Limited access caused the asset-owners to note (after the defect period had expired) that the air-conditioner placement had poor drainage, leading to leakage and water damage to areas. In addition, it was noted that security doors and access were poorly planned, such that intruders had accessed the facility using only a bread knife.
3	Public Toilet	This was generally noted to be another great asset. There was, however, no security and was accessible 24 hours a day. As a result, youth have vandalised the facility, with actions such as smashing the water outlets noted. This has led to considerable water wastage and the necessity of considerable repairs, with great cost to the community
4	Use of Subcontractors	As with other sites, it was not clear why the Army had engaged subcontractors given that the programme is viewed as a training opportunity for Army. In addition, it was noted that vandalism by youth had led to some subcontractors leaving community early, with agreed TOO not being undertaken.

### Pormpuraaw 2020

The following table provides a list of findings with respect to AACAP 2020, delivered in Pormpuraaw, QLD.

Table 11 - Pormpuraaw, QLD Site Specific Findings

Pormpuraaw – Site Specific Findings		
Number	Nature of Issue	Description of Issue
1	End-User Agreements	s47F [REDACTED] was not aware of, nor able to describe, the agreement to which the Council agreed, There was a clear knowledge gap with respect to the roles and responsibilities of the Shire, Army and Government.
2	Responsiveness to Defects	s47F [REDACTED] is dissatisfied with what he perceives to be the lack of responsive from Army in relation to items he deems to be defects. The CEO is not prepared to take ownership of certain assets until he has received a valuation (for balance sheet purposes).
3	[REDACTED]	s47F [REDACTED]
4	Use and Condition of Independent Living Facility	The facility remains largely unused (for its intended purposes) as community members are reluctant to move in and potentially lose access to their home for family member use. The Council has begun renting units to visitors and contractors.  The condition of the facility, especially the landscaping, has obviously deteriorated.  s47F [REDACTED] believes that there remain defects for Army's attention.
5	[REDACTED]	s47F [REDACTED]
6	Training	The local training provider TAFE are very satisfied with the training opportunities for local people (and variety) and the number of Certificates attained.

## Recommendations

This section provides an overview of recommendations common to all AACAP sites, including recommendations for ongoing support and ways to assess and preserve program benefits post completion. We have also separately highlighted recommendations specific to each location / project. Findings are presented sequentially (i.e., the order in which the AACAP program is scoped and delivered). Given the paucity of available information and the dominance of a few stakeholders, recommendations have not been presented in any priority or order of importance.

### Recommendations common across all sites

#### ▪ Consultation / Record Keeping

- In recognition of the high turnover of project staff (in Army and all other agencies), it was strongly recommended that there be more fulsome reporting of consultative activities and a document trail to ensure there is clarity around all aspects of the project that can explain how the SOW items were agreed and how scope changes were managed throughout the project.
- It would also be useful to keep records for review with respect to how the training and services provided to local people were designed, in order to promote their health and wellbeing.
- Whilst the level of consultation undertaken appears to be expansive (as noted in the preceding section), the following was often reported by local community members or representatives:
  - There has been disappointment expressed with the overall communication throughout the project, with reports that it can be piecemeal and inconsistent.
  - Council members and community members were often unsure about with whom in Army they should communicate (noting that there is high turnover of Army personnel, even during AACAP projects). For example, in Yalata, there were changes in the Community Liaison role that were not communicated to community.
  - Community members can find 'Army Speak' to be a major barrier to communication. In order to improve understanding and build genuine engagement, the language needs to be appropriate for the audience.
  - Any consultations undertaken should include a broader swathe of local stakeholders, including representation from various family groups, especially where there is known conflict within community (e.g., Pormpuraaw).
  - Project working groups / steering committees should also involve a representative group of community members and service providers.

#### ▪ Demand on community

- Views have been provided that the AACAP project can place a significant demand on top of the already demanding workload facing community members, leaders and local councils. This can make the community feel overwhelmed, particularly by the amount of emails and meetings from Army. When contemplating the timing of consultations and the build, engagement from Army and the Steering Committee could focus on existing community demands and availability.

- **Issues with Army entering and leaving community**
  - Another universal comment made by stakeholders interviewed at each site was the intensity of the 'sugar hit' of Army being in community, followed by the inevitable 'lull' and local malaise when Army completes the build and rapidly redeploys.
  - A solution was offered, wherein a small contingent of Army personnel (including the Training Development Officer) arrive ahead of the build to further review the SOW items and, more importantly, the education, training, health and employment needs of the community. Further, that a small contingent of Army Personnel remain in the community for at least 6-month post-build to manage some of the defect issues and engage with community.
- **End-User (or Asset-User) issues**
  - It is unclear as to the level of due diligence / negotiation that was done with the entities that were to take on ownership of the new assets. It was obvious in some communities that the recurrent expenses associated with managing the new assets was going to be a problem. In support of this point, it was obvious some communities that the assets were not being well maintained. For example, the Independent Living Facility in Pormpuraaw and the Sports Oval in Toomelah.
  - Some stakeholders noted that it may be necessary to engage a third party to help End-Users understand the implications of the agreement into which they are entering.
- **Asset maintenance and cost of ownership / upkeep**
  - As above, there are clear instances where the asset-owners are struggling with the costs of asset management (e.g., the MPF in Toomelah). This has had the impact of asset-owners attempting to monetise the infrastructure, resulting in community conflict, lack of use and deterioration of the asset. This is also reflective of the viewpoint that the community was not consulted on the assets that were most suited to them and that potential asset-owners had not fully understood or considered the future implications of taking on asset ownership.
  - Earlier engagement with potential asset-owners should take place to ensure that all aspects of asset ownership and commercialisation are understood.
- **Use of Subcontractors**
  - In some communities there was confusion as to why the Army had engaged sub-contractors to build substantial pieces of infrastructure. It was questioned why a project designed to help train personnel had been outsourced. This could be managed by broader community engagement and consultation, especially for the duration of the build.
- **Involvement of local people and organisations**
  - There was some question from local community members as to why Army and their subcontractors couldn't do more to offer employment opportunities to local people or use local organisations as sub-contractors (where it is practical to do so). Army should investigate the possibility of engaging local people in the build where it is practical to do so (including the use of local organisations as subcontractors).
  - Likewise, it was reinforced, that where possible, Army utilise local suppliers and retailers to support their operations during the build (e.g., the local community store or local owned hardware store).
- **Infrastructure**
  - In a small number of instances, there was some confusion and dissatisfaction with respect to the choice of infrastructure that was proposed and built. This was compounded by the

apparent lack of consultation above. Many stakeholders were of the view that alternate assets suited to the needs of community should have been prioritised. Community members expressed a desire for a greater role in determining the priority of SOW items and more involvement where scope changes were necessary (e.g., Toomelah's MPF).

→ Earlier engagement of community and negotiation with asset end-users could ameliorate this concern.

▪ **Views on the role of Army**

→ Aligning further with the apparent shortcomings around consultation, there was a general lack of awareness expressed by some as to the role of Army. In most communities it was felt that the project was more of an opportunity for Army to develop their skills, rather than to achieve the goal of promoting benefits to community (despite the positive comments provided about the outcomes achieved).

→ Once again, earlier and ongoing consultation and project promotion by Army should address this concern.

▪ **Site Selection**

→ The rationale for site selection could not be articulated by any stakeholders in community. Regardless, communities were grateful to have been selected as part of the Programme due to the possible immediate and long-term benefits

▪ **Evaluation**

→ There is widespread and strong support that each future AACAP project be fully evaluated within 12-months of project completion to minimise the impact of stakeholder turnover.

## Site Specific Recommendations

This section provides a summary of recommendations from each AACAP Project / Community that is relevant to that location. Many of these findings are pertinent to each location and captured in the recommendations above. Given the nature of the project, the experiences across sites are very similar with few exceptions.

### Laura 2016

The following table provides a list of recommendations with respect to AACAP 2016, delivered in Laura, QLD.

Table 12 - Laura, QLD Site Specific Recommendations

Laura – Site Specific Recommendations		
Number	Nature of Issue	Description of Issue
1	Consultations	Consultations with community should occur earlier and be more reflective of the family or political dynamics of that particular community and be as broad as possible (with detailed records kept at all stages of the project).
2		Consultations should extend to better scope out the nature of the health and training opportunities that will be provided to each community (with close consideration given to Closing the Gap targets, where possible).

Laura – Site Specific Recommendations		
Number	Nature of Issue	Description of Issue
3	Scoping	When scoping the needs of community, Army should consider all demographics (e.g., design services that older members of community will utilise – especially older males).
4	Camp Location	Army should consider locating its Camp on a local property so that the local community can benefit.
5	Steering Group Membership / Composition	Project working groups / steering committees should also involve a representative group of community members and service providers. This should extend to discussions / negotiations around any large scope changes.
6		State and Local Government Agencies should be engaged in the reference group to help determine the needs of community and the best way that the project can contribute to those needs.
7	Army Pre-Project and Post-Project Presence	Army may consider having a small contingent enter community early to establish local relationships and leave a contingent behind after project completion to provide the appearance of a staged withdrawal (and address asset defects during that period).
8	NIAA Regional Staff Involvement	Strong and consistent involvement of regional NIAA officers should be a central component of all AACAP projects.
9	Training	Training should continue to be broad and engaging to a greater number of local people.
10	Boost Local Economy	Army should continue to utilise local businesses and suppliers as part of each project (e.g., food retailers or hardware suppliers) where possible.
11	Use of Local Sub-Contractors	Army should try to engage local subcontractors where available and permissible and engage local people in the project.
12	Project Evaluation	Each project should have a full external evaluation within 12 months of completion.

### Toomelah 2017

The following table provides a list of recommendations with respect to AACAP 2017, delivered in Toomelah, NSW.

Table 13 - Toomelah, NSW Site Specific Recommendations

Toomelah – Site Specific Recommendations		
Number	Nature of Issue	Description of Issue
1	Consultations	Consultations with community should occur earlier and be more reflective of the family or political dynamics of that particular community and be as broad as possible (with detailed records kept at all stages of the project).

Toomelah – Site Specific Recommendations		
Number	Nature of Issue	Description of Issue
2		Consultations should extend to better scope out the nature of the health and training opportunities that will be provided to each community (with close consideration given to Closing the Gap targets, where possible).
3	Steering Group Composition & Involvement in Scope Changes	Project working groups / steering committees should also involve a representative group of community members and service providers. This should extend to discussions / negotiations around any large scope changes.
4	Army Pre-Project and Post-Project Presence	Army may consider having a small contingent enter community early to establish local relationships and leave a contingent behind after project completion to provide the appearance of a staged withdrawal (and address asset defects during that period).
5	Community Relationships	Army should extend upon the strong relationships it currently builds with each community and continue to promote the high regard in which Army personnel are held.
6	NIAA Regional Staff Involvement	Strong and consistent involvement of regional NIAA officers should be a central component of all AACAP projects.
7	Asset End-User Agreements	Potential Asset Owners / End Users should be engaged early and have a clear understanding of the agreements into which they are entering. This may include the use of a third party to help inform the organisation of its responsibilities and the provision of business mentoring or capability building support to promote viability.
8	Asset Commercialisation	Possible commercial partners for the asset-owners should be engaged in the negotiation process to fully understand how they may use the asset and contribute to its sustainability.
9	State and Local Government Involvement	State and Local Government Agencies should be engaged in the reference group to help determine the needs of community and the best way that the project can contribute to those needs.
10	Training	Training should continue to be broad and engaging to a greater number of local people.
11	Boost Local Economy	Army should continue to utilise local businesses and suppliers as part of each project (e.g., food retailers or hardware suppliers) where possible.
12	Use of Local Sub-Contractors	Army should try to engage local subcontractors where available and permissible and engage local people in the project.
13	Use of sub-contractors generally	Army may consider minimising the use of sub-contractors, where possible.
14	Project Evaluation	Each project should have a full external evaluation within 12 months of completion.

## Yalata 2018

The following table provides a list of recommendations with respect to AACAP 2018, delivered in Yalata, SA.

Table 14 - Yalata, SA Site Specific Recommendations

Yalata – Site Specific Recommendations		
Number	Nature of Issue	Description of Issue
1	Consultations	Consultations should extend to better scope out the nature of the health and training opportunities that will be provided to each community (with close consideration given to Closing the Gap targets, where possible).
2		More fulsome reporting of consultative activities and a document trail should be created to ensure there is clarity around all aspects of the project that can explain how the SOW items were agreed and how scope changes were managed throughout the project.
3	Army Pre-Project and Post-Project Presence	Army may consider having a small contingent enter community early to establish local relationships and leave a contingent behind after project completion to provide the appearance of a staged withdrawal (and address asset defects during that period).
4	Community Relationships	Army should extend upon the strong relationships it currently builds with each community and continue to promote the high regard in which Army personnel are held.
5	NIAA Regional Staff Involvement	Strong and consistent involvement of regional NIAA officers should be a central component of all AACAP projects.
6	State and Local Government Involvement	State and Local Government Agencies should be engaged in the reference group to help determine the needs of community and the best way that the project can contribute to those needs.
7	Boost Local Economy	Army should consider utilising local businesses and suppliers as part of each project (e.g., food retailers or hardware suppliers) where possible.
8	Less 'Army Speak' to Improve Engagement	Army should consider their use of language (Army Speak and Acronyms) when engaging with a small Aboriginal community.
9	Consider Community Commitments When Scheduling Activities	During reconnaissance and scoping, Army should consider other community commitments and scheduling to minimise the strain on existing resources (namely at YAAC).
10	Use of Local Sub-Contractors	Army could try to engage local subcontractors where available and permissible and engage local people in the project.
11	Due Diligence	Clear due diligence processes should be followed (and recorded) with respect to assessing the viability of potential End-users before negotiating an agreement.
12	Project Management	A single Project Plan should be maintained for the project covering all stakeholders from project initiation all the way

Yalata – Site Specific Recommendations		
Number	Nature of Issue	Description of Issue
		through to post-project evaluation. This would significantly reduce the risk of stakeholder 'churn' and the loss of corporate knowledge in respect of each project.
13	Camp Location	Camp 'Birt' may have been located closer to community to improve local engagement.
14	Promotions / Communications	More promotional activities could have been done prior to and during the project to emphasise the benefits to local people to reshape the view that the exercise was more focused on building Army capabilities.
15	Project Evaluation	Each project should have a full external evaluation within 12 months of completion.

### Jigalong 2019

The following table provides a list of recommendations with respect to AACAP 2019, delivered in Jigalong, WA.

Table 15 - Jigalong, WA Site Specific Recommendations

Jigalong – Site Specific Recommendations		
Number	Nature of Issue	Description of Issue
1	Consultation	Improved and more robust consultation and agreement between Commonwealth and state government agencies with respect to project location and the assets to be developed.
2		Consultations should extend to better scope out the nature of the health and training opportunities that will be provided to each community (with close consideration given to Closing the Gap targets, where possible).
3		Consultations with community should occur earlier and be more reflective of the family or political dynamics of that particular community and be as broad as possible (with detailed records kept at all stages of the project).
4	NIAA Regional Staff Involvement	Strong and consistent involvement of regional NIAA officers should be a central component of all AACAP projects.
5	State and Local Government Involvement	State and Local Government Agencies should be engaged in the reference group to help determine the needs of community and the best way that the project can contribute to those needs.
6	Project Management	A single Project Plan should be maintained for the project covering all stakeholders from project initiation all the way through to post-project evaluation. This would significantly reduce the risk of stakeholder 'churn' and the loss of corporate knowledge in respect of each project.

Jigalong – Site Specific Recommendations		
Number	Nature of Issue	Description of Issue
7	Asset End-User Agreements	Potential Asset Owners / End Users should be engaged early and have a clear understanding of the agreements into which they are entering. This may include the use of a third party to help inform the organisation of its responsibilities and the provision of business mentoring or capability building support to promote viability.
8	Steering Group Composition & Involvement in Scope Changes	Project working groups / steering committees should also involve a representative group of community members and service providers. This should extend to discussions / negotiations around any large scope changes.
9	Army Pre-Project and Post-Project Presence	Army may consider having a small contingent enter community early to establish local relationships and leave a contingent behind after project completion to provide the appearance of a staged withdrawal (and address asset defects during that period).
10	Community Relationships	Army should extend upon the strong relationships it currently builds with each community and continue to promote the high regard in which Army personnel are held.
11	Asset Commercialisation	Possible commercial partners for the asset-owners should be engaged in the negotiation process to fully understand how they may use the asset and contribute to its sustainability.
12	Training	Training should continue to be broad and engaging to a greater number of local people.
13	Boost Local Economy	Army should continue to utilise local businesses and suppliers as part of each project (e.g., food retailers or hardware suppliers) where possible.
14	Use of Local Sub-Contractors	Army should try to engage local subcontractors where available and permissible and engage local people in the project.
15	Use of sub-contractors generally	Army may consider minimising the use of sub-contractors, where possible.
16	Project Evaluation	Each project should have a full external evaluation within 12 months of completion.

## Pormpuraaw 2020

The following table provides a list of recommendations with respect to AACAP 2020, delivered in Pormpuraaw, QLD.

Table 16 - Pormpuraaw, QLD Site Specific Recommendations

Pormpuraaw – Site Specific Recommendations		
Number	Nature of Issue	Description of Issue
1	Consultation	Consultations should extend to better scope out the nature of the health and training opportunities that will be provided to each community (with close consideration given to Closing the Gap targets, where possible).
2		Consultations with community should occur earlier and be more reflective of the family or political dynamics of that particular community and be as broad as possible (with detailed records kept at all stages of the project).
3	Steering Group Composition & Involvement in Scope Changes	Project working groups / steering committees should also involve a representative group of community members and service providers. This should extend to discussions / negotiations around any large scope changes.
4	Due Diligence	Clear due diligence processes should be followed (and recorded) with respect to assessing the viability of potential End-users before negotiating an agreement.
5	Asset End-User Agreements	Negotiations with End-Users should commence early in the scoping phase, with external support provided to help understand the nature of the agreement and End-User responsibilities.
6	Business Mentoring	Business Mentoring Support should be provided to all End-Users for up to 12-months from entering into the agreement and deriving commercial benefits.
7	Army Pre-Project and Post-Project Presence	Army may consider having a small contingent enter community early to establish local relationships and leave a contingent behind after project completion to provide the appearance of a staged withdrawal (and address asset defects during that period).
8	Community Relationships	Army should extend upon the strong relationships it currently builds with each community and continue to promote the high regard in which Army personnel are held.
9		Army should consider engaging a cultural liaison officer or officers for the duration of each project.
10	NIAA Regional Staff Involvement	Strong and consistent involvement of regional NIAA officers should be a central component of all AACAP projects.
11	State and Local Government Involvement	State and Local Government Agencies should be engaged in the reference group to help determine the needs of community and the best way that the project can contribute to those needs.

Pormpuraaw – Site Specific Recommendations		
Number	Nature of Issue	Description of Issue
12	Training	Training should continue to be broad and engaging to a greater number of local people.
13	Boost Local Economy	Army should continue to utilise local businesses and suppliers as part of each project (e.g., food retailers or hardware suppliers) where possible.
14	Use of Local Sub-Contractors	Army should try to engage local subcontractors where available and permissible and engage local people in the project.
15	Project Evaluation	Each project should have a full external evaluation within 12 months of completion.

## Appendix A – AACAP Stakeholders

The table below provides an outline of stakeholders interviewed during the two site visits to each location. In addition to the specific stakeholders listed, our consultation teams undertook numerous informal opportunistic consultations with community members or local residents present during our interviews or in community while we toured the infrastructure developments. It should be noted that the most recent AACAP project had the most stakeholders with meaningful knowledge of the project. Consultations were also conducted with members of the project steering committee (e.g., NIAA and Army).

Table 17 - AACAP Stakeholder Matrix

AACAP – Lessons Learned Project – Stakeholder Matrix									
Laura, QLD		Pormpuraaw, QLD		Yalata, SA		Toomelah, NSW		Jigalong, WA	
Stakeholder	Organisation	Stakeholder	Organisation	Stakeholder	Organisation	Stakeholder	Organisation	Stakeholder	Organisation
S47F									

AACAP – Lessons Learned Project – Stakeholder Matrix									
Laura, QLD		Pormpuraaw, QLD		Yalata, SA		Toomelah, NSW		Jigalong, WA	
Stakeholder	Organisation	Stakeholder	Organisation	Stakeholder	Organisation	Stakeholder	Organisation	Stakeholder	Organisation

S47F