



**ACT**  
Government

Chief Minister, Treasury and  
Economic Development

## Freedom of Information Publication Coversheet

The following information is provided pursuant to section 28 of the *Freedom of Information Act 2016*.

FOI Reference: CMTEDDFOI 2018-0301

Information to be published	Status
1. Access application	Published
2. Decision notice	Published
3. Documents and schedule	Published
4. Additional information identified	No
5. Fees	Waived
6. Processing time (in working days)	35
7. Decision made by Ombudsman	N/A
8. Additional information identified by Ombudsman	N/A
9. Decision made by ACAT	N/A
10. Additional information identified by ACAT	N/A

**From:** [REDACTED]  
**To:** [CMTEDD FOI](#)  
**Subject:** [REDACTED] freedom of information request - third-party reports  
**Date:** Monday, 22 October 2018 5:44:57 PM

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To the FOI contact officer,

I write under the Freedom of Information Act 2016 to request the following reports in possession of the Chief Minister, Treasury and Economic Development Directorate:

- Review of ACT government performance agreements by Bastion EBA (contract dated 13/11/2017-31/12-2017)
- Employer risk identification tool by Nous Group (contract dated 13/11/2017-13/7/2018)
- Investigation and report into community justice and welfare services in Jervis Bay Territory by [REDACTED] (contract dated 1/11/2017-1/6/2018)

The object of the Freedom of Information Act 2016 is to recognise the importance of public access to government information as part of a working democracy and make the people and bodies responsible for governing the ACT more accountable to the general public.

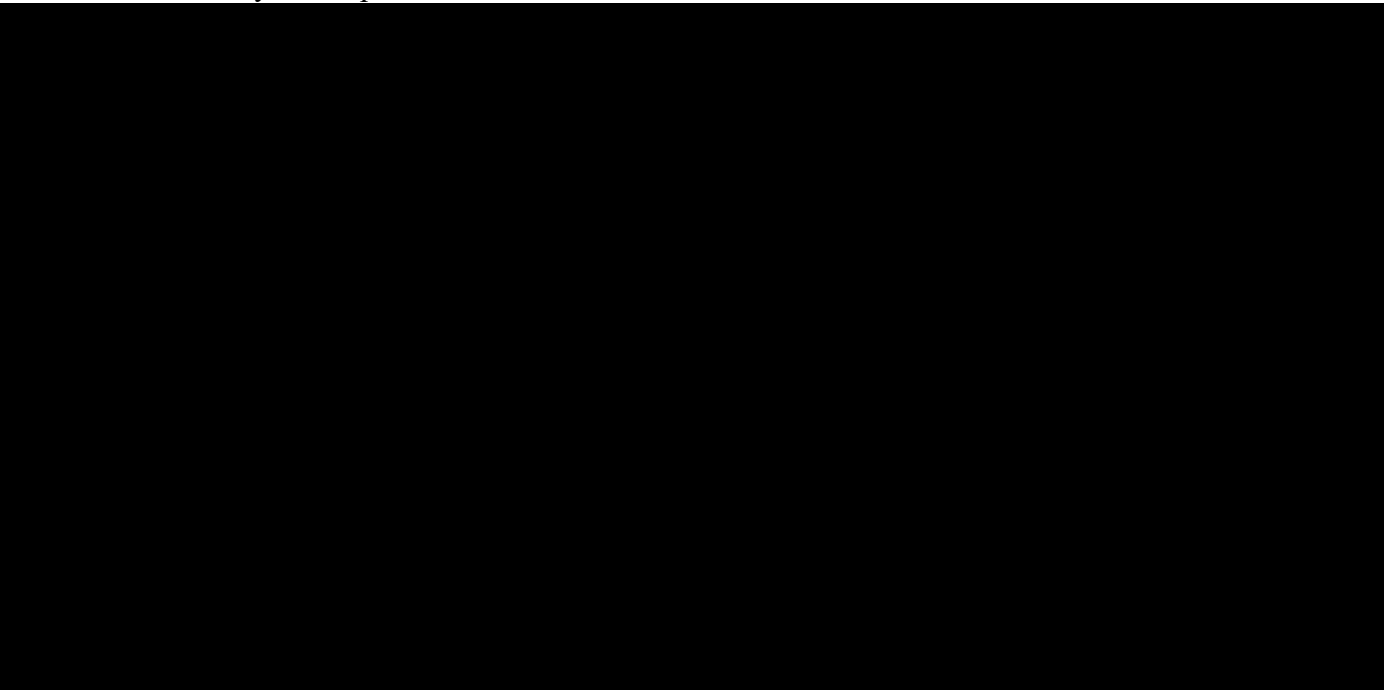
These reports cost taxpayers a combined \$340,000, CMTEDD's 2017-18 annual report shows.

Releasing these reports would:

- ensure effective oversight of expenditure of public funds
- promote open discussion of public affairs and enhance the government's accountability
- contribute to positive and informed debate on important issues or matters of public interest

I can be contact on the below mobile number should you wish to discuss my request.

Thanks for your help,





**ACT**  
Government

Chief Minister, Treasury and  
Economic Development

Our ref: CMTEDDFOI 2018-0301

[REDACTED]

via email: [REDACTED]

Dear [REDACTED]

### **FREEDOM OF INFORMATION REQUEST**

I refer to your application under section 30 of the *Freedom of Information Act 2016* (the Act), received by the Chief Minister, Treasury and Economic Development Directorate (CMTEDD) on 22 October 2018, in which you sought access to:

- Review of ACT government performance agreements by Bastion EBA (contract dated 13/11/2017-31/12-2017)
- Employer risk identification tool by Nous Group (contract dated 13/11/2017-13/7/2018)
- Investigation and report into community justice and welfare services in Jervis Bay Territory (the report) by Susan Louise Chapman (contract dated 1/11/2017-1/6/2018)

On 4 December 2018, you advised that you no longer required a copy of the Review of ACT Government Performance Agreements by Bastion EBA. The copy of the Bastion report currently held by CMTEDD is a draft as the final report has not been provided to CMTEDD.

#### **Authority**

I am an Information Officer appointed by the Director-General of CMTEDD under section 18 of the Act to deal with access applications made under Part 5 of the Act.

#### **Timeframes**

In accordance with section 40 of the Act, CMTEDD is required to provide a decision on your access application by 19 November 2018. However, as a result of third party consultation, this deadline was extended by 15 working days. The new deadline is 10 December 2018.

#### **Decision on access**

Searches were completed for relevant documents and 2 documents (including an attachment) were identified that fall within the scope of your request.

Please note that Attachment B of the report has been included but attachments C, D and E are publically available documents. Attachment A is not held by CMTEDD.

In making this decision, I completed consultation with relevant third parties in accordance with section 38 of the Act. The views of the identified third parties were taken into account in making this decision.

I have decided to grant partial access to 2 documents. The information redacted in the document I consider to be information that would, on balance, be contrary to the public interest to disclose under the test set out in section 17 of the Act.

I have included as Attachment A to this decision the schedule of relevant documents. This provides a description of each document that falls within the scope of your request and the access decision for each of those documents.

My access decisions are detailed further in the following statement of reasons and the documents released to you are provided as Attachment B to this letter.

In accordance with section 54(2) of the Act a statement of reasons outlining my decision is below.

### **Statement of Reasons**

In reaching my access decision, I have taken the following into account:

- the Act;
- the content of the documents that fall within the scope of your request; and
- your views on the public interest in disclosing the government information applied for (as per section 37 of the Act); and
- the *Human Rights Act 2004*.

### **Exemption claimed**

My reasons for deciding not to grant access to the identified documents and components of these documents are as follows:

#### Public Interest

The Act has a presumption in favour of disclosure. As a decision maker I am required to decide where, on balance, public interests lies. As part of this process I must consider factors favouring disclosure and non-disclosure.

In *Hogan v Hinch* (2011) 243 CLR 506, [31] French CJ stated that when 'used in a statute, the term [public interest] derives its content from "the subject matter and the scope and purpose" of the enactment in which it appears'. Section 17(1) of the Act sets out the test, to be applied to determine whether disclosure of information would be contrary to the public interest. These factors are found in subsection 17(2) and Schedule 2 of the Act.

Taking into consideration the information contained in the documents found to be within the scope of your request, I have identified that the following public interest factors are relevant to determine if release of the information contained within these documents is within the 'public interest'.

#### Factors favouring disclosure (Schedule 2.1)

- 2.1(a)(ii) - contribute to positive and informed debate on important issues or matters of public interest.

#### Factors favouring non-disclosure (Schedule 2.2)

- 2.2(a)(ii) - Prejudice the protection of an individual's right to privacy or other right under the *Human Rights Act 2004*.
- 2.2(a)(xi) - prejudice the business affairs of an agency or person.

Having considered the factors identified as relevant in this matter, I consider that release of information contained in these documents may contribute to positive and informed debate on important issues or matters of public interest by allowing you to have a copy of the reports.

However, when considering this finding against the factor favouring non-disclosure, I am satisfied that the protection of an individual's right to privacy, especially in the course of assisting in a community based enquiry with a government agency, is a significant factor as the parties involved have provided their personal information for the purposes of meeting assisting the government, in my opinion, outweighs the benefit which may be derived from releasing the personal information of the individual's involved in this matter. These individuals are entitled to expect that the personal information they have supplied as part of this process will be dealt with in a manner that protects their privacy. Considering the type of information to be withheld from release, I am satisfied that the factors in favour of release can still be met while protecting the personal information of the individuals involved.

I therefore weight the factor for non-disclosure more highly than the factor in favour of release in this instance. As a result, I have decided that release of this information (contacts names) could prejudice their right to privacy under the *Human Rights Act 2004*.

The second factor I have identified as relevant in considering your access application is the prejudice that could occur in releasing trade secrets, business affairs or research of an agency or person. In the case of *Re Mangan and The Treasury [2005] AATA 898* the term 'business affairs' was interpreted as meaning 'the totality of the money-making affairs of an organisation or undertaking as distinct from its private or internal affairs'.

Having reviewed the documents identified, I am satisfied that the documents contain information related to the business affairs of the companies listed as example within the tool. I am of the view that the information contained in the Employer risk identification tool is sensitive in nature in particular the perceived reputation of the listed companies. I am satisfied this material is business information as it relates to the third party's business affairs and disclosure could reasonably be expected to affect its commercial affairs as it would provide an out of context perception that the companies are a high risk to conduct business with.

Having applied the test outlined in section 17 of the Act and deciding that release of personal information contained in the documents is not in the public interest to release, I

have chosen to redact this specific information in accordance with section 50(2). Noting the pro-disclosure intent of the Act, I am satisfied that redacting only the information that I believe is not in the public interest to release will ensure the intent of the Act is met and will provide you with access to the majority of the information held by CMTEDD within the scope of your request.

Accordingly, folios 20, 22, 23, 41-42, 45-46 and 49 of the identified documents contain information that I consider, on balance, to be contrary to the public interest to disclose under the test set out in section 17 of the Act.

### **Documents subject to third party review**

Documents subject to third party review (ref number 1) have been withheld pending the conclusion of the third party review period. You will be provided with these documents at the end of this period, unless a review has been sought with the Ombudsman. Should no review be sought the documents as per this decision notice will be released to you on 24 December 2018.

### **Charges**

Pursuant to *Freedom of Information (Fees) Determination 2017 (No 2)* processing charges are applicable for this request because the total number of pages to be released to you exceeds the charging threshold of 50 pages. However, the charges have been waived in accordance with section 107(2)(b) of the Act.

### **Online publishing – Disclosure Log**

Under section 28 of the Act, CMTEDD maintains an online record of access applications called a disclosure log. Your original access application, my decision and documents released to you in response to your access application will be published in the CMTEDD disclosure log after 10 December 2018. Your personal contact details will not be published. You may view CMTEDD disclosure log at:  
<https://www.cmtedd.act.gov.au/functions/foi/disclosure-log>.

### **Ombudsman Review**

My decision on your access request is a reviewable decision as identified in Schedule 3 of the Act. You have the right to seek Ombudsman review of this outcome under section 73 of the Act within 20 working days from the day that my decision is published in CMTEDD disclosure log, or a longer period allowed by the Ombudsman.

If you wish to request a review of my decision you may write to the Ombudsman at:

The ACT Ombudsman  
GPO Box 442  
CANBERRA ACT 2601  
Via email: [actfoi@ombudsman.gov.au](mailto:actfoi@ombudsman.gov.au)

### **ACT Civil and Administrative Tribunal (ACAT) Review**

Under section 84 of the Act, if a decision is made under section 82(1) on an Ombudsman review, you may apply to the ACAT for review of the Ombudsman decision. Further information may be obtained from the ACAT at:

ACT Civil and Administrative Tribunal  
Level 4, 1 Moore St  
GPO Box 370  
Canberra City ACT 2601  
Telephone: (02) 6207 1740  
<http://www.acat.act.gov.au/>

Should you have any queries in relation to your request please contact me by telephone on 6207 7754 or email [CMTEDDFOI@act.gov.au](mailto:CMTEDDFOI@act.gov.au).

Yours sincerely,



Daniel Riley  
Information Officer  
Information Access Team  
Chief Minister, Treasury and Economic Development Directorate

( 0 December 2018



**ACT**  
Government

Chief Minister, Treasury and  
Economic Development

## FREEDOM OF INFORMATION REQUEST SCHEDULE

NAME	WHAT ARE THE PARAMETERS OF THE REQUEST	Reference NO.
[REDACTED]	Employer risk identification tool by Nous Group Investigation and report into community justice and welfare services in Jervis Bay Territory by [REDACTED]	2018-0301

Ref No	Page number	Description	Date	Status	Reason for Exemption	Online Release Status
1	1-43	Investigation and report into community justice and welfare services in Jervis Bay Territory by Susan Louise Chapman	May-2018	Partial release	Sch 2 s2.2 (a)(ii)	Yes
2	44-62	Employer risk identification tool by Nous Group including User manual	Aug-2018	Partial release	Sch 2 s2.2 (a)(xi)	Yes
<b>Total No of Docs</b>						
2						



## Employer Risk Identification Tool (ERID)

### Background

The Nous Group (Nous) was contracted to explore approaches to employer risk assessment and identify characteristics of risk factors which help predict whether employers are at higher risk of not meeting training contract requirements. This tool has been developed to help STAs proactively identify and manage risky employers in the system.

### Methodology

#### **Step 1: Understand relationship between employer characteristics and contract failure**

This stage involved conducting a literature review and speaking with each STA across Australia to understand what employer factors correlate to risk of an apprentice failing. We developed a risk framework based on this analysis which helped guide the development of the predictive risk tool.

#### **Step 2: Collect data and co-design risk wireframe of risk tool**

This stage involved collecting data based on risk factors identified in stage 1. Where direct factors were unable to be gathered in relation to a risk element, proxy factors were sought. Data gathering was conducted both with STAs and external data sources including Work Safe, Fair Work, Courts and more. Privacy concerns meant that data was unable to be gathered from all external parties. This stage also involved co-designing the risk tool with Skills Canberra staff.

#### **Step 3: Development of final risk tool**

This stage involved developing an algorithm to predict likelihood of contract failure based on employer specific data gathered. This stage also involved the development of the excel based tool to be provided to STAs.

### Instructions on how to use this excel tool

This tool consists of five separate tabs. Please note, instructions on how to further use and interpret results from the first three tabs are found in a powerpoint titled 'User Manual'.

- 1. Employer Risk ID Tool** - This tab allows users to determine the specific risk level of employers based on specific employer characteristics (size, industry, sector), and data from external sources such as courts, complaint data, and Worksafe. To use this tool, select from the drop down list next to employer name to analyse a specific employer. This will populate the tool with the modelled risk rating and provide a list of suggested actions. If you would like to change this risk rating, select from the drop down list and press the button.
- 2. Business level interface** - The business level dashboard provides users key information about apprentice contracts across the commencement, under management and completion stage of the apprentice contract.
- 3. Reporting view** - The reporting view dashboard provides users with key statistics regarding apprentice contracts that can be easily inputted into manuals or reports that require statistics. The reporting view dashboard provides data against three key elements: 1) current contracts, 2) STA activity, 3) cancellation data.
- 4. ERID Actions** - This tab contains the suggested actions messages that are outlined in the 'Employer Risk ID tool' tab. Users are able to change the suggested actions based on their STA's overarching strategies.
- 5. Risk reassignment tracker** - This tab tracks each time an employer has been reassigned a risk rating. This allows users to determine how many employers have been reassigned and how many times an individual employer has been reassigned a rating.



# Apprentice-Employer Risk Identification Tool

Select name from the drop-down list.

Employer name: Sch 2 s2(a)(xi)

ABN business: Sch 2 s2(a)(xi)

Modelled risk rating: Low

Do you want to change this risk rating? Low

User adjusted risk rating: Retain modelled rating

Type of employer: Existing

Suggested actions: No action required

Risk metric from TYIMS	Variable	Risk Profile
1. Employer size	Between 200 and 499 employees	Medium
2. Sector	Private Sector	High
3. Occupation type	Clerical and administrative workers	Low

Apprenticeship history	Variable	Risk Profile
1. Current apprentices	0	Low
2. Past cancellations	10	High
3. Past completions	20	Low

Data from other sources	Data	Impact on risk rating
1. Issue register	No data from issue register	
2. Worksafe complaints	No data from Worksafe	
3. Court data	No data from courts	

Click to export data:

### Business level dashboard

#### Contract stage: commencement

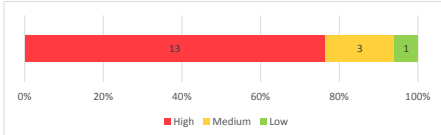
Contracts approved in last month:



Does commencement activity vary from trend?

Varies from trend (i.e. more than 10% difference of number of approved contracts from this time last year)

Risk profile of contracts approved in last month:



Number of employers re-assigned:

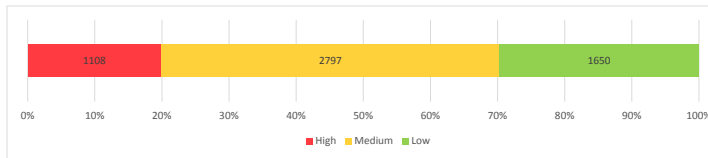
		From		
		Low	Medium	High
To	Low		0	0
	Medium	0		0
	High	0	0	

High risk employer watch list:

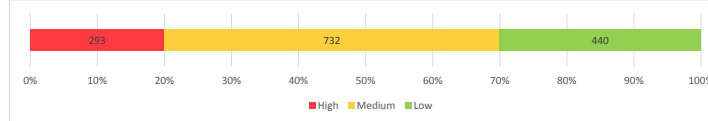
#	Employer	Sector	Size	Industry
1	Sch 2 s2(a)(xi)	Private Sector	Medium	Technicians and trades
2		Private Sector	Medium	Technicians and trades
3		Private Sector	High	Technicians and trades
4		Private Sector	High	Technicians and trades
5		Private Sector	High	Technicians and trades
6		Private Sector	Medium	Technicians and trades
7		Private Sector	Medium	Technicians and trades
8		Private Sector	Medium	Technicians and trades
9		Private Sector	High	Technicians and trades
10		Private Sector	High	Technicians and trades

#### Contract stage: under management

Number of contracts under management:



Number of employers with contracts:



Priority employers to visit:

#	Employer	Visit status
1	Sch 2 s2(a)(xi)	Visitations data pending
2		Visitations data pending
3		Visitations data pending
4		Visitations data pending
5		Visitations data pending
6		Visitations data pending
7		Visitations data pending
8		Visitations data pending
9		Visitations data pending
10		Visitations data pending

#	Employer	Visit status
1	Sch 2 s2(a)(xi)	Visitations data pending
2		Visitations data pending
3		Visitations data pending
4		Visitations data pending
5		Visitations data pending
6		Visitations data pending
7		Visitations data pending
8		Visitations data pending
9		Visitations data pending
10		Visitations data pending

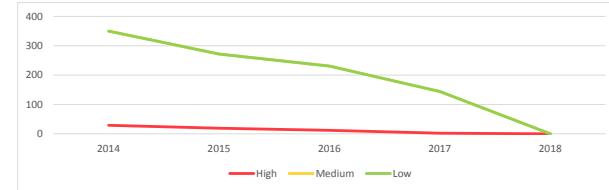
#### Contract stage: completion

Select from the drop-down lists to change the graphs below.

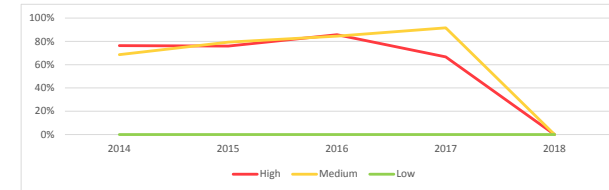
Contract status:  ANZSCO Code:

Size:  Date:

Number over past 5 years by risk profile (data in each calendar year is year-to-date based on month chosen)



Number over past 5 years by risk profile (data in each calendar year is year-to-date based on current 2018 month)



Top performers employer watch list

#	Employer	Sector	Size	Industry
1	Sch 2 s2(a)(xi)	Commonwealth Gove	Over 500 employees	General clerical wo
2		Commonwealth Gove	Over 500 employees	General clerical wo
3		Commonwealth Gove	Over 500 employees	General clerical wo
4		Commonwealth Gove	Over 500 employees	General clerical wo
5		Commonwealth Gove	Over 500 employees	General clerical wo
6		Commonwealth Gove	Over 500 employees	General clerical wo
7		Commonwealth Gove	Over 500 employees	General clerical wo

## Business level dashboard

### Current contracts

Number of contracts:  
5907

Number of employers:  
1662

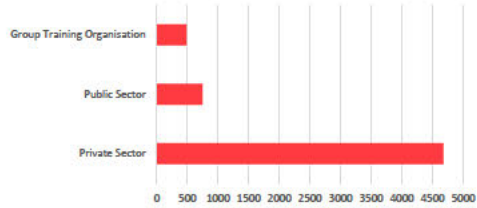
#### Number of contracts by business size



#### Number of contracts by ANZSCO grouping



#### Number of contracts by sector

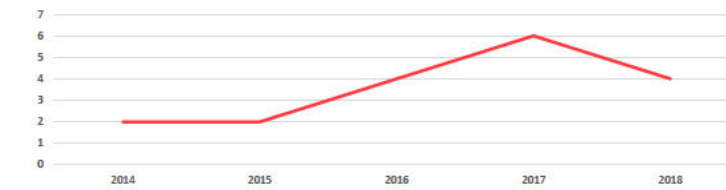


### STA activity

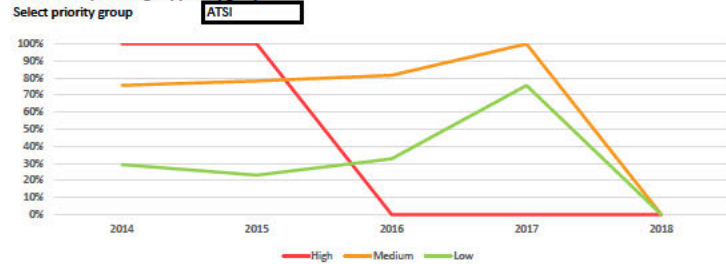
Number of employers visited by risk level:  
Select risk level: Medium



#### Number and proportion of employers with complaints or issues



#### Cancellation percentage by priority groups

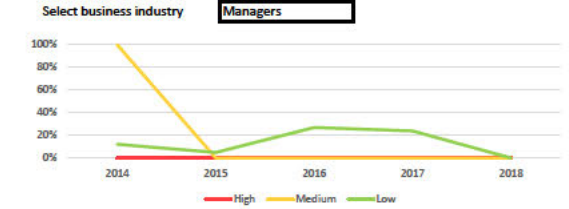


### Cancellation data

Cancellation percentage by size (data in each calendar year is year-to-date based on current 2018 month)



Cancellation percentage by ANZSCO group (data in each calendar year is year-to-date based on current 2018 month)



Cancellation percentage by sector (data in each calendar year is year-to-date based on current 2018 month)



**Employer Risk ID Tool - Possible Actions from Modelled Risk Rating**

High	Schedule a visit to the employer in the near future.
Medium	Email or call employer to check that they understand their obligations as an employer to their apprentice and discuss whether they require any assistance.
Low	No action required

New	Send employer information on apprentice requirements
Existing	

**Court data**  
 Prior to scheduling a visit check court cases with this employer's details to understand the nature of the court case. If the court case did not reflect poorly on the employer (e.g. they won the court case or it did not relate to their operations in running a business) consider whether to manually change the employer's risk rating.

**Issue register**  
 Prior to scheduling a visit check the issues register to understand the nature of issue that has been raised against the employer. If the issue has been resolved consider whether to manually change the employer's risk rating.

**WorkSafe Complaint**  
 Prior to scheduling a visit contact WorkSafe to understand the nature of any work safety incident at the employer. Determine what steps have been taken by the employer to mitigate incidents similar to this occurring in the future and specifically ensure that the visit focuses on this. If the issue has been resolved consider whether to manually change the employer's risk rating.

This employer has received a complaint from an external source. Look below to identify the source of the complaint (e.g. WorkSafe complaint) and determine what steps may have been taken by the Employer and the STA to mitigate for this risk. Schedule a visit if required that specifically focuses on this issue. If you believe this issue has been resolved consider whether to manually change the employer's risk rating.

Organisation	Modelled rating	Reassigned rating	Date of reassignment
Sch 2 s2(a)(xi)	Medium	High	08/08/2018
	Medium	Retain modelled rati	08/08/2018
	Medium	High	08/08/2018
	Medium	Medium	02/09/2018
	Medium	High	02/09/2018
	Medium	High	03/09/2018
	Medium	Low	03/09/2018



# Apprentice employer risk tool

## User manual

August 2018



# Overview of the user manual

Nous Group (Nous) was commissioned by the ACT government to develop an Apprentice Employer Risk Identification Tool (Identification Tool) to help identify and support high risk employers. While commissioned by the ACT government, the Identification Tool will be designed to ensure all jurisdictions across the country are able to use it to measure and proactively mitigate employer risk factors.

The Identification Tool has been developed in excel so as to be accessible to all states and territories. Consultation with Skills Canberra staff identified that the tool needed to serve three purposes:

1. Identify unique risk level of any individual employer
2. Provide insight to aid decision making at the commencement, management and completion stage of a contract
3. Provide insight to assist with regular reporting to government and other stakeholders

Three components have been designed for the overall Identification Tool to achieve these goals. These are:

1. Employer Risk Identification Tool: allows users to select any employer to assess risk level
2. Business level dashboard: to assist users to make decisions across the contract lifecycle
3. Reporting level dashboard: to assist users to generate data to provide to stakeholders

Each of these components and their individual instructions are explained across the following slides. How risk level has been assigned and what this corresponds to is explained in a short appendix.

# Interface of Apprentice Employer Risk Identification Tool

Click to select from drop down

## Apprentice-Employer Risk Identification Tool

Select name from the drop-down list.

Employer name:

ABN business:

Modelled risk rating:

Do you want to change this risk rating?

User adjusted risk rating:

Type of employer:

Suggested actions:

No action required

This employer has received a complaint from an external source. Look below to identify the source of the complaint (e.g. WorkSafe complaint) and determine what steps may have been taken by the Employer and the STA to mitigate for this risk. Schedule a visit if required that specifically focuses on this issue. If you believe this issue has been resolved, consider whether to manually change the employer's risk rating.

Risk metric from TYIMS	Variable	Risk Profile
1. Employer size	Between 20 and 49 employees	Medium
2. Sector	Private Sector	High
3. Occupation type	Community and personal service workers	Low

Apprenticeship history	Variable	Risk Profile
1. Current apprentices	0	Low
2. Past cancellations	1	Low
3. Past completions	0	High

Data from other sources	Data	Impact on risk rating
1. Issue register	Example issue	Change risk rating to high
2. Worksafe complaints	No data from Worksafe	
3. Court data	No data from courts	
Click to export data:	Export Apprentice Employer Risk ID Tool Data	Export list of reassigned risk levels

Click to export data

Select from High, Medium, Low rating

# Apprentice Employer Risk Identification Tool user manual

## Output from the Apprentice Employer Risk Identification Tool

The tool allows users to determine the specific risk level of employers based on specific employer characteristics (size, industry, sector), and data from external sources such as courts, complaint data, and Worksafe.

### How to use it

- Select from the drop down list next to employer name the specific employer you would like to analyse.
- The tool will calculate (based on econometric modelling of specific risk factors) the risk level assigned to that employer.
- If you have reason to believe that this risk level is incorrect, you have the option to change the level. Click on the tab next to 'adjusted risk rating' to do so.

### How it works

- Risk is based on two key factors: 1) risk modelling based on TYIMS data, 2) risk based on data from other sources (courts data, complaint data, worksafe data). If no data from other sources exists, the risk level is based on modelled risk. If data exists from other sources however, the risk level is automatically converted to a high rating. Users continue to have the option to change this however.

### Export data

- Macro enabled buttons can be clicked and will export data.

# Interface of Business level dashboard

Click to select from drop down

## Business level dashboard

### Contract stage: commencement

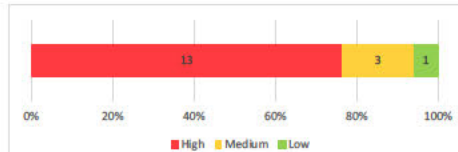
Contracts approved in last month:

10

Does commencement activity vary from trend?

TBC - based on avg. from previous month

Risk profile of contracts approved in last month:



Proportion of contracts re-assigned:

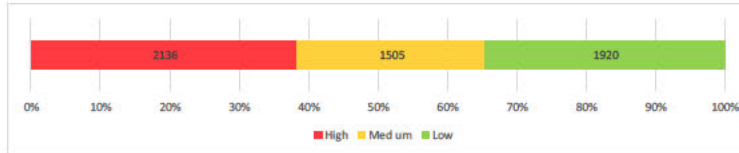


High risk employer watch list:

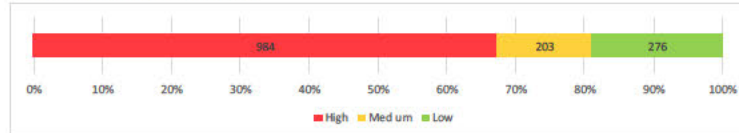
#	Employer	Sector	Size	Industry
1		GTO	Large	Electrotechnology a
2		GTO	Large	Construction trades
3		GTO	Large	Construction trades
4		GTO	Large	Construction trades
5		GTO	Medium	Construction trades
6		GTO	Medium	Construction trades
7		GTO	Medium	Automotive and eng
8		GTO	Medium	Automotive and eng
9		GTO	Large	Electrotechnology a
10		GTO	Large	Food trades worker

### Contract stage: under management

Number of contracts under management:



Number of employers with contracts:



Priority employers to visit:

TBC

Content is employer specific - omitted to protect business names

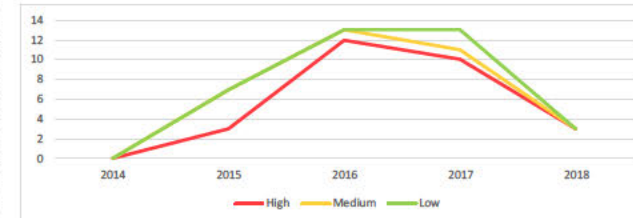
#	Employer	Reason
TBC	TBC	TBC

### Contract stage: completion

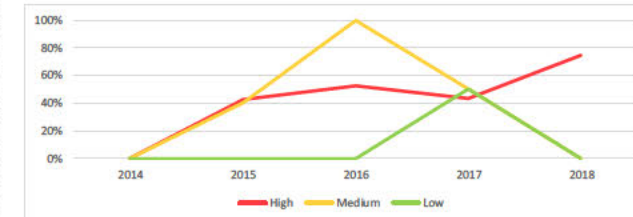
Select from the three drop down lists to change the graphs below

Contract status: cancelled  
 ANZSCO Code: Technicians and trades workers  
 Size: Medium  
 Date: February

Number over past 5 years by risk profile (data in each calendar year is year-to-date based on month chosen)



Number over past 5 years by risk profile (data in each calendar year is year-to-date based on current 2018 month)



Top performers employer watch list

#	Employer	Sector	Size	Industry
1		Commonwealth Gov	Over 500 employees	General clerical v
2		Commonwealth Gov	Over 500 employees	General clerical v
3		Commonwealth Gov	Over 500 employees	Hospitality, retail
4		Commonwealth Gov	Over 500 employees	Hospitality, retail
5		Commonwealth Gov	Over 500 employees	General clerical v
6		Commonwealth Gov	Over 500 employees	Hospitality, retail
7		Commonwealth Gov	Over 500 employees	Hospitality, retail

# Business level dashboard user manual (1/2)

## **Output from the Apprentice Employer Risk Identification Tool**

The business level dashboard provides users key information about apprentice contracts across the commencement, under management and completion stage of the apprentice contract.

The commencement stage section identifies the following:

- How many contracts have been approved in the last month
- Whether this number of contracts is different from trend
- What the risk profile of contracts has been over the past month
- The proportion of contracts that have been reassigned, and what the reassignment has been

The under management stage section identifies the following:

- Number of contracts under management and their risk level
- Number of employers with contracts and their risk level
- Priority employers to visit based on modelled risk and other data sources

The completion stage section identifies the following:

- The number and percentage of contracts either cancelled or completed based on specific factors chosen. This is broken down by risk level of contracts.
- The top employer watch list based on modelled risk



# Business level dashboard user manual (2/2)

## How to use it

- All data in the commencement and under management stage is automatically updated.
- For the completion stage, there are 4 drop down options that you are able to select to determine completion and cancellation (both in number of contracts and percentage of contracts) of contracts over the past 5 years. This is broken down by risk level.

## How it works

- Data in each section is drawn from modelled and user-changed risk levels, along with data from external sources.

# Interface of Reporting tool

Click to select from drop down

## Reporting view dashboard

### Current contracts

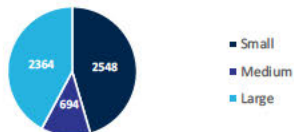
Number of contracts:

5607

Number of employers:

1478

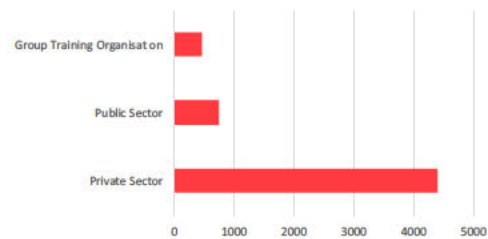
Number of contracts by business size



Number of contracts by industry



Number of contracts by sector

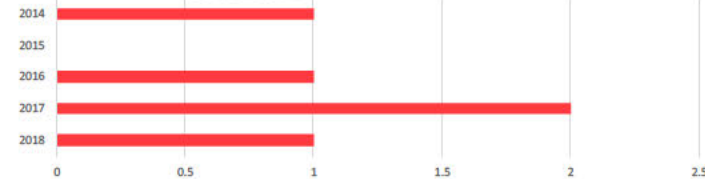


### STA activity

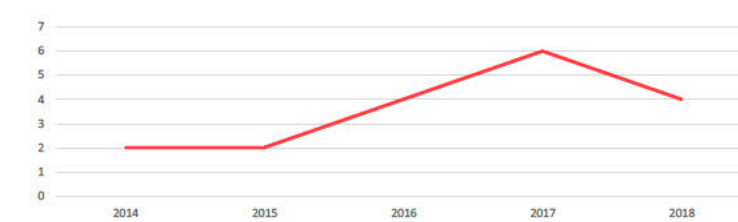
Number of employers visited by risk level:

Medium

Select risk level



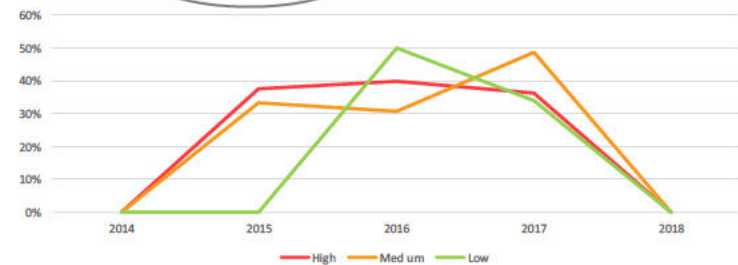
Number and proportion of employers with complaints or issues



Cancellation percentage by priority groups

ATSI

Select priority group

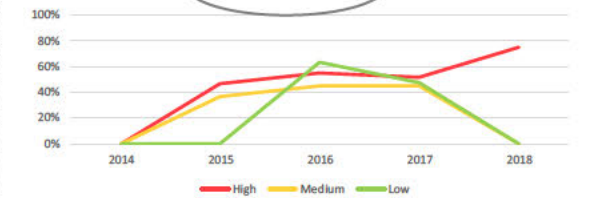


### Cancellation data

Cancellation percentage by size (data in each calendar year is year-to-date based on current 2018 month)

Select business size

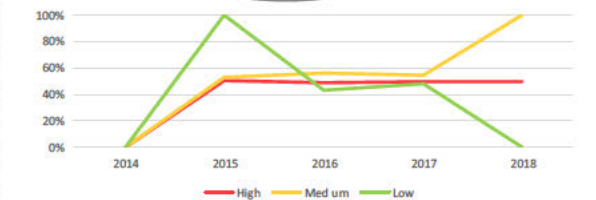
Medium



Cancellation percentage by industry (data in each calendar year is year-to-date based on current 2018 month)

Select business industry

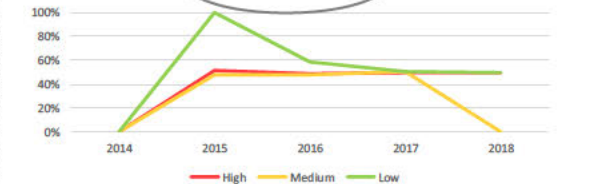
Technicians and trad



Cancellation percentage by sector (data in each calendar year is year-to-date based on current 2018 month)

Select business sector

Private Sector



# Reporting view dashboard user manual (1/2)

## Output from the Apprentice Employer Risk Identification Tool

The reporting view dashboard provides users with key statistics regarding apprentice contracts that can be easily inputted into manuals or reports that require statistics. The reporting view dashboard provides data against three key elements: 1) current contracts, 2) STA activity, 3) cancellation data.

The current contracts section identifies the following:

- Number of current contracts and employers, broken down by size, industry and sector

The STA activity section identifies the following:

- Number of employers visited based on chosen risk level
- Number and proportion of employers within the STA with complaints or issues
- Cancellation percentage by chosen priority groups (e.g. indigenous, disability etc)

The cancellation data section identifies the following:

- The cancellation percentage of contracts by chosen size, industry and sector over past 5 years. Cancellation in each of these graphs is shown by high, medium and low risk contracts (e.g. if small is chosen in 'business size' and 30% is shown for low risk contracts in 2018, this implies that of all small contracts in 2018, 30% were cancelled).



# Reporting view dashboard user manual (2/2)

## How to use it

- All data in the current contracts section is automatically updated.
- In the STA and cancellation data sections, there are drop downs that can be selected to adjust the data.

## How it works

- Data in each section is drawn from modelled and user-changed risk levels, along with data from external sources.

# Appendix: Risk Level

## Risk level has been assigned based on the probability of cancellation.

A logistic regression model uses past apprenticeship data to assign a probability between 0 and 1 of an apprentice at that employer cancelling.

It uses regression against the following factors to determine this probability:

- Employer size by number of employees
- Number of apprentices
- Sector type (Public, private, GTO etc.)
- Industry type, by ANZSCO grouping.

Other factors of: presence in Worksafe data, previous court proceedings, or an outstanding issue already logged with the jurisdiction overrides these factors and automatically assigns a high risk.

A watchlist of employers is created in the tool, by sorting high risk employers by the number of apprentices they have. Thus the **high watch employers are those with a high risk probability, and a large number of apprentices.**

Risk	Probability of cancellation range	Description
<b>High</b>	<b>P(cancel)</b> = 1 – 0.8	...well above average risk of cancellation.
<b>Medium</b>	<b>P(cancel)</b> =0.8-0.6	...above average risk of cancellation.
<b>Low</b>	<b>P(cancel)</b> < 0.6	...beneath the average risk of cancellation

### EXAMPLE

A business offering transportation.

+

They have 220 employees making them medium sized, presenting a medium risk.

+

They are in State Government which correlates with low risk.

+

Their apprenticeship is in machinery operation which is a medium risk.

+

They have no existing issues, or complaints in the system.

=

The model assigns a 44% chance an apprentice will cancel at this business.

=

A **low risk rating** is applied.



INVESTIGATION AND  
REPORT INTO COMMUNITY,  
JUSTICE AND WELFARE  
SERVICES IN JERVIS BAY  
TERRITORY

Sue Chapman  
May 2018

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## COMMONLY ABBREVIATED TERMS

ACT	Australian Capital Territory
AFP	Australian Federal Police
AMS	Aboriginal Medical Services
CDO	Community Development Officer
CSD	ACT Community Services Directorate
CSO	Community Service Orders
CYPS	ACT Child and Youth Protection Services
DIRDC	Department of Infrastructure, Regional Development and Cities
DPC	NSW Department of Premier and Cabinet
ISLHD	Illawarra and Shoalhaven Local Health District
JACS	ACT Justice and Community Safety Directorate
JBT	Jervis Bay Territory
JBTA	Jervis Bay Territory Administration
MACH	Maternal and Child Health
NGO	Non-Governmental Organisation
NSW	New South Wales
PCYC	Police & Citizens Youth Club
VHS	Vincentia High School
WB	Wreck Bay
WBACC	Wreck Bay Aboriginal Community Council
WWVP	Working with vulnerable people

## EXECUTIVE SUMMARY

The reviewer was engaged to investigate and provide a report into state government- type services – primarily community, justice and welfare services – to establish an evidence base for Australian and Australian Capital Territory (ACT) governments’ consideration of service changes to meet the needs of the Jervis Bay Territory (JBT) community.

One of the principal findings of this report is that a robust evidence base to assess the service levels or outcomes is absent. This **lack of data** relating to the outcomes of the services provided meant that it was difficult to determine the efficacy of the services already being provided and therefore make meaningful recommendations for changes. Underpinning the findings of the report is a central recommendation that **improved data collection and analysis** should be prioritised as a part of any program or service reform. Despite the lack of quantitative evidence the reviewer’s investigation revealed a number of clear gaps and priorities for reform which are detailed in report.

JBT is administered by the Commonwealth Government and the community receives many state-type services from the ACT Government under a framework of applied ACT law and service level purchasing. However, despite this legacy arrangement, the JBT is geographically linked to New South Wales (NSW) and most residents from JBT and from the Wreck Bay Aboriginal community utilise services in the Shoalhaven area. Strengthening and **formalising those linkages** would underpin an improvement in access to services and would go some way to improving community outcomes. This approach should be enhanced by **improvements in access to transport** from JBT, particularly Wreck Bay, to Nowra for attendance at appointments as well as access to services such as **youth and family programs**.

One of the key findings of this review is that there are many useful services, particularly in health and in broader community services in the local area, which are available to JBT residents but about which many residents have no knowledge. **Ensuring that service providers actively communicate their offerings should be a high priority as accessing existing services will also improve community outcomes**. To assist this, a person with responsibility for ensuring linkages are made between services, and between the community and services, could play an important role in improving outcomes in health, education and welfare within the community.

The review found that there are good health services available to JBT and Wreck Bay residents, with outreach services provided by the Aboriginal Medical Service (AMS) and the Illawarra and Shoalhaven Local Health District (ISLHD) in Wreck Bay. There are a range of health- related services available in Nowra and in the Vincentia area which residents can, and do, access. There is capacity pressure on a number of the speciality services such as drug and alcohol rehabilitation in the Shoalhaven however these services are available to JBT residents. The Aboriginal Health Worker from ISLHD spends 3 days per week in Wreck Bay and is focused on ensuring residents attend their appointments, making linkages into the health system and providing preventative health programs as required. The Maternal and Child Health (MACH) nurses also attend 2 days per week on an outreach basis. Regular health screening such as hearing and dental checks for young children are offered in JBT.

The child care, pre-school and primary school are generally held in high regard, however the findings identified the desire for greater parental engagement by the primary school. The transition of JBT students from primary school to high school was a source of concern for the community and effort needs to be put into the **relationship between JBT School and Vincentia High School to ensure that**

**students are supported through the transition.** Additionally the report found a need for dedicated educational support within the Wreck Bay community out of school hours.

In relation to welfare-type services, the review found that Wreck Bay community members believed that the ACT-based team managing child protection issues did so professionally and was a significant improvement on previous engagements. A major concern for both the service delivery staff and the community was the **absence of an early intervention strategy or a coherent approach to intensive family support for at risk families.** This is a genuine gap in service which, if addressed, is likely to have very positive outcomes in family resilience and community safety, as well as reducing the number of children in care.

**Justice services were identified as having a range of deficiencies** which are negatively impacting on individuals and the community more broadly. The requirement for transportation to the ACT for bail hearings, remand and custodial sentences being applied in the ACT and the lack of access to Community Service Orders in the region were identified by both service providers and the community as significant deficits in the service model. A video link is currently being installed in the Court room in JBT to provide an option for simple matters to be dealt with by the Magistrate remotely. Other justice issues, such as interviews for victims of family violence, should also be supported through the use of technology to reduce the requirement where possible for community members to travel to Canberra. **There are no formal links between NSW Policing or Corrective Services NSW and the Australian Federal Police (AFP). Formalising these in order to provide services locally would be a significant improvement in service delivery.**

One of the most frequently raised issues in consultations with the Wreck Bay aboriginal community was the importance of youth engagement. Improving youth engagement was seen as a fundamental underpinning for educational attainment, reducing criminality including drug and alcohol abuse and enhanced employment opportunities. Providing opportunities for young people to participate in a range of activities within the wider community as well as within JBT would enhance their confidence and their ability to negotiate the complexities of life outside of Wreck Bay. **The lack of a targeted approach for support for young people is a clear gap in service delivery in JBT.**

Overall, the review found that lack of knowledge of available services, reliable transport to access available services and Memoranda of Understanding (MoUs) clarity about which services were included in the various Commonwealth and State and Territory MoUs creates problems for community members and negatively impacts on some of the key targets in 'Closing the Gap' for indigenous people. Better understanding and improving access to services available in NSW is a simple way of improving outcomes, without requiring similar services to be established within JBT.

In considering the desktop and stakeholder reviews undertaken in this report, a strategy to improving service outcomes was identified:

1. Map the available justice, community and health services in the local region of NSW and ACT that are, or could be, available to JBT residents.
2. Improve community awareness and access to existing services.
3. Invest in essential services required to meet gaps in need, as identified by the community.
4. Measure the outcomes achieved by services to foster continuous improvement and greater community wellbeing.

The full list of the reviewer's recommendations are outlined below, roughly aligned around these four strategic steps.





The following recommendations are considered by the reviewer to have the highest priority for implementation as they will have the most significant early positive impact on the welfare of the community:

- Improve access to existing local services; community transport options are key to this.
- Employ a JBT Services Coordinator to map available human services and support community awareness of and access to services. The service coordinator would assist community members to navigate the service system to make better use of existing services and to ensure service providers operate in a collaborative and linked-up way.
- Enable greater local sentencing options for ACT Court services in JBT. ACT and Department of Infrastructure, Regional Development and Cities (DIRDC) should investigate establishing formal arrangements with NSW and NSW-based Non-Governmental Organisations (NGOs) to allow for JBT/NSW-based management of custodial placements, including supervision of Community Service Orders (CSO) and remand options.
- Fund an early intervention component, in addition to current arrangements for ACT Care and Protection services, to support families at risk with a focus on preventing children from entering the child welfare statutory system. This new service should be delivered with strong connections to education and health services.

Finally, the original scope of this report included outlining indicative costings for service improvements. In the course of the investigation, it became apparent that more detailed community consultation on community priorities and genuine co-design of services between community and service providers is necessary in order to accurately identify required resources. For this reason, the report presents recommendations without detailed consideration of costs. The report recognises the need for further prioritisation of recommendations as a part of the reform process.

## RECOMMENDATIONS

1. Service funding agreements for state type services in JBT should include strong mechanism to capture data and assess service outcomes. This will help identify effective service models, encourage monitoring to assess performance and *offer better value for money* by allowing for improvements in the services delivered for the JBT community.
2. Create a 'Service Hub' in Wreck Bay, as a safe, community owned space, to improve awareness and access to human services. A final Hub model should be developed by DIRDC and ACT in consultation with the community, and could include the following key elements;
  - 2.1. A youth/homework centre as outlined at *Recommendation 12*.
  - 2.2. A JBT Services Coordinator to **map** available human services and **support community awareness of and access** to services. The service coordinator would assist community members to navigate the service system to make better use of existing services and to ensure service providers operate in a collaborative and linked-up way.
  - 2.3. A JBT Community Development Officer (CDO) to work with community to build capacity and respond to community need
  - 2.4. A pool of 'brokerage funds', managed by the CDO, to enable quick and flexible responses to community needs, with an emphasis on improved access to linked up services.
3. Use multiple communication channels to inform the community of service availability to improve the community's knowledge of the supports available to them, therefore improving their access to services. Communication channels should be culturally appropriate and may include:
  - Wreck Bay Aboriginal Community Council (WBACC) webpage
  - House visits
  - Regular community engagement
  - Newsletters
  - 3.1. Existing services should develop better communication strategies appropriate for the needs of the JBT community.
4. Improve access to existing services; community transport options are key to this.
  - 4.1. Utilise the buses from the JBT School and the Wreck Bay Child Care Centre during evenings, school holidays and on weekends for youth related activities and during business hours through appropriate timetabling for community members to access health and welfare related appointments in the local area.
    - 4.1.1. Employ additional casual, qualified and appropriately registered bus drivers to support the increased use of the buses.
5. Given the barrier of distance between the ACT and JBT, and the in the absence of arrangements to support local state type service delivery, the focus of future work on service delivery models should find ways to make greater use of technology to connect community with service providers.
  - 5.1. Identify programs or support mechanisms available in the ACT which could be delivered through video conferencing, Skype or telephone to residents in JBT in the community service, welfare and justice areas.
6. Ensure there is video link access in the JBT police station in a private room to support victim interviews locally.
7. Urgently address the poor telecommunications access in JBT with the relevant Commonwealth departments.

8. Provide better access to health-related programs including mental health management, drug rehabilitation and domestic violence programs; access to these services in the local area will help reduce risks and manage significant triggers that lead to criminal behaviour.
9. Enable greater local sentencing options for ACT Court services in JBT. ACT and DIRDC should investigate establishing formal arrangements with NSW and NSW-based NGOs to allow for JBT/NSW-based management of custodial placements, including supervision of Community Service Orders (CSO) and remand options.
10. Ensure that the ACT requirement for two sessions of mediation prior to the issuing of protection orders can be dealt with by phone into the ACT or locally by a person authorised and trained to conduct the mediation conferences.
11. Explore options with the ACT to make greater use of diversionary conferences and restorative justice programs for youth offenders in JBT.
12. Create a youth centre/ homework centre in JBT which provides a comfortable and secure learning environment to support primary and high school education in community, with quality technology, strong supervision and the opportunity for youth to develop resilience and problem-solving skills.
13. Develop in collaboration with Vincentia High School services to support JBT students through key educational transition stages: primary to high school and high school to tertiary/employment.
14. Fund an **early intervention component**, in addition to current arrangements for ACT Care and Protection services, to support families at risk with a focus on preventing children from entering the child welfare statutory system. This new service should be delivered with strong connections to education and health services.
15. Support indigenous families from Wreck Bay involved with the child protection system to access the **family group conferencing program** being established in the ACT.
16. Provide **training for frontline staff on recognising and responding to domestic and family violence**, including teachers, health workers and JBT Administration (JBTA) staff.
17. Ensure that that residents in Wreck Bay can successfully age in place. This could be facilitated by improved transport options as well as through providing accurate information about supports which are available to older residents through other Commonwealth government programs.
18. Provide access to **drug and alcohol services** locally through a MoU with an NGO or public health services; including a drug testing regime in JBT through outreach by ISLHD.
19. Engage with NSW Policing to enable access to **Police & Citizens Youth Club (PCYC)** programs for JBT youth. This should include resourcing an additional, part time NSW police resource to provide supervision for the delivery of outreach PCYC programs in JBT, and enhanced transport arrangements to ensure JBT young people can attend PCYC programs in NSW (Nowra).

## INTRODUCTION

Under the *Jervis Bay Territory Acceptance Act 1915*, Australian Capital Territory (ACT) law applies in the Jervis Bay Territory (JBT). The 2012 Memorandum of Understanding (MoU) between the ACT and Commonwealth Governments (represented by the Department of Infrastructure, Regional Development and Cities – DIRDC) for delivery of ACT Services to the JBT operationalises service delivery arrangements in the JBT. The MoU authorises the ACT to provide state-type government services and exercise powers on behalf of the Commonwealth, and for the Commonwealth to pay for these services. This MoU requires review.

The ACT Government contracted the reviewer to undertake a review of community, justice and welfare services provided in the JBT. This review will make recommendations; establish an evidence base; and cost options for Australian and ACT Governments' consideration of service changes to meet the needs of the JBT community'.

This investigation and report will identify:

- the current profile of community, justice and welfare services available to JBT residents, including New South Wales (NSW) state and local services;
  - This also includes key service connections with education, health, drug and alcohol and other relevant service streams.
- the extent to which the current service profile meets the needs of the JBT community, best practice and the applicable legislative and policy frameworks;
- the current and future community, justice and welfare service needs of the JBT community over the next 10 years; and
- options and recommendations for improvements to community, justice and welfare services in the JBT, including costings. These recommendations will be made with reference to:
  - the service needs of the JBT community, including any existing gaps in the service system. The reviewer will draw on the Wreck Bay Community Plan (2017), 2012 Baseline Community Study; three co-design workshops with the Wreck Bay Aboriginal Community Council (WBACC) on needs, solutions and prioritization;
  - the extent to which the options mitigate risks to the JBT community, Australian and ACT Governments;
  - the extent to which the options progress relevant Australian and ACT policies (for example, Closing the Gaps targets);
  - the network of interrelated services that would contribute to achieving better community, justice and welfare outcomes;
  - options that would deliver better outcomes for the JBT community;
  - options that would represent an efficient, effective and economic use of public monies (value for money);
  - jurisdictional roles involved and funding mechanisms required to support an effective continuum of justice, community and welfare services; and
  - consideration of flexibility and/or sustainability of service models should a future transfer of service responsibility between ACT and NSW occur.

This project consisted of three separate stages: a desktop review of relevant documentation and previous related reviews; considerable stakeholder engagement with both service users and service providers and the preparation of this report. During the stakeholder engagement phase, the reviewer participated in three co-design workshops organised by DIRDC with the participation of the

WBACC Board (held November 2017, February and March 2018), which considered the entire service system in JBT, not only those parts which are the subject of this review.

In addition to the co-design workshops, the reviewer interviewed a number of Wreck Bay community members. The results of these interactions are recorded in the stakeholder engagement section of this report.

The recommendations made in this report reflect the community priorities expressed both in existing documents and to the reviewer. The recommendations for service improvements also take account of the ACT justice and human service system, its key outcomes and identified service delivery gaps in JBT. Resource implications of these recommendations were not a primary consideration, although the reviewer recognises that resourcing will necessarily be a significant part of DIRDC's consideration of these recommendations.

## DESKTOP REVIEW

A considerable amount of information was provided to the reviewer- comprising data, reports and ACT Government in-house documents as well as some information which is not in the public domain.

Overall, the desktop review demonstrated that the problems inherent in delivering community, justice and welfare services to JBT from the ACT are well known and have been identified in the reports and reviews previously undertaken. There has been little or no effort made to modify and improve service delivery models or consider the services offered in the context of the 'Closing the Gap' goals for the Wreck Bay community.

**There is at times a lack of clarity by both the community, and in some cases the agencies providing services, about who is responsible for what.** Some agencies acknowledged that the front-line deliverers of services (for example, police and health workers) 'just make it happen' irrespective of MoUs or who has budget for it.

Lack of access to services which are available in NSW (geographically very close to JBT), but which are included either explicitly or implicitly in the ACT service agreements, creates a feeling that services are not provided in a way that is appropriate or at the same standard as for other ACT residents who live in the ACT/close proximity to where certain ACT services are provided. An example provided to the reviewer was an instance where a body of a deceased Wreck Bay resident was taken to the Canberra morgue. The family was unable to get to Canberra and it required complex arrangements to return the deceased person to the community for burial. It would have been more efficient and a far better experience for the family if the Shoalhaven Hospital morgue had been used.

Simple court matters (for example, bail applications) which could be done by police or video link, require travel to Canberra, with sometimes perverse outcomes – for instance, a JBT resident who may have been granted bail might not have a way to return to JBT, having been transported by corrective services to the ACT from JBT.

In discussions with some service providers, the reviewer was informed that while it may be impractical or not cost effective for individual agencies to provide different services, there may be ways to up-skill staff to provide a range of services on behalf of the ACT Government. This would ensure a consistent approach to delivering services by a consistent cohort of staff in JBT. However, data collection and funding arrangements would need to be resolved to allow for adequate reporting.

**Much of the data provided relating to the services covered in the ACT-JBT MoU lacked depth, particularly in relation to the outcomes being sought or achieved as a result of the provision of the services.** In general, the data was simply a count of the occasions of service.

In addition, disaggregated data for JBT, for health in particular, was often not available as it was deemed too small a data set to collect. Where it was available, the focus was on members of the Wreck Bay Aboriginal community, although the services funded by the Commonwealth Government to be delivered by the ACT are in fact for all JBT residents.

There was also an underlying assumption that residents outside of the Wreck Bay community used services in NSW.

This section aims to highlight a few key pieces of literature reviewed in the initial research process.

## 2012 Memorandum of Understanding between the ACT and Commonwealth Governments for the Delivery of ACT Services to the JBT (the MoU)

*The following are aspects of the MoU which are open to interpretation – and therefore could lead to gaps in service delivery which can cause confusion for users and service providers– and limitations which make the MoU less effective.*

- 3.2.2 ‘Except where specified in the Service Delivery Agreements, the ACT will ensure that, **as far as practicable**, [reviewer’s emphasis] the services it delivers will be in accordance with the same standards, guidelines and procedures as apply to the services it delivers in the Australian Capital Territory’.

This appears to be an area of contention with JBT residents, particularly those from the Wreck Bay Village. This clause recognises the distance between Canberra and JBT and therefore allows for a different approach in the provision of some services. **It is important that in considering different or new services that it is made clear to the community that it doesn’t have to ‘look exactly like that offered in Canberra’.**

- 5.4.1 “The ACT will be responsible for keeping adequate records in relation to all services it delivers in the Jervis Bay Territory’.

While there are rolled up data for JBT, there has been little separation out of data relevant to Wreck Bay apparently due to small numbers and fear of breaching privacy. This has made it **difficult to get an accurate picture of utilisation of services and the efficiency and efficacy of them.** Services should be required to collect the data notwithstanding the size of the cohort. WBACC could be of assistance here if it was understood that evidence is needed in order to make changes to services. **While anecdotal information is useful, more robust data is needed for costing purposes and for developing business cases.**

- 8.2.1 ‘The ACT will provide the Commonwealth at least annually a report on the delivery of each agreed service.... And will, as relevant, outline:
  - a. The services provided during the year;
  - b. The outcomes achieved during the year** [reviewer’s emphasis];
  - c. Any improvements introduced during the year;
  - d. Any identified issues or obstacles.....’

Identifying any outcomes in the documentation provided has proven difficult. The data is generally output information, e.g. the numbers of children in care, rather than any information which goes to the efficacy of the inputs and resources expended.

The reviewer found no evidence of advice referring to b, c, or d, above in any of the documentation provided.

**More focus on outcome measures is required if the new MoU is to be useful in monitoring the services provided in the JBT. This approach should help identify service models which will provide better value and improvements in the service delivered for the JBT community.**

## Options for Future Service Delivery Arrangements, 2014

*Tripartite Working Group of Australian, NSW and ACT government agencies*



- This report outlines the state type services that JBT community should be entitled to and the complexity of current arrangements. **It appears that WBACC, and the community more generally, does not understand the range of services available through DIRDC funding (irrespective of which agencies or jurisdictions are providing it) and this should be a focus for future communications.**
- The report also outlines the impracticality of some of the existing legislative frameworks in relation to service delivery- timeliness, cost-effectiveness and models of delivery. A closer examination of the legislation relevant to the JBT services may identify relatively simple changes which could be made to reduce confusion both within the community and for service providers.
- **The focus of future work on service delivery models could be on finding ways to make greater use of technology to access professional supports as well as identifying ways of using multi-skilled service providers to offer a range of services (one-stop shop approach)**

### **JBT Courts Data, ACT Magistrates Court statistics and JBT Court listings**

*JBT Courts Data 2000 - July 2017, obtained from ACT Courts; 2016-17 ACT Magistrates Court statistics; and JBT Court listings from JBT Administration for the past 5 years [2013-2018]*

- No significant trends were identified, although from time to time specific crime types were more prevalent than others, possibly due to the influence of particular individuals in a small population where statistics can be skewed with one or two additional people entering the community. Anecdotal information suggests that many issues dealt with by the police are caused by visitors to the area.
- There are no Children's Court listings in JBT between July 2007 and 2017. Despite the reviewer contacting both the police and the JBT Administration Deputy Court Registrar, there appeared to be no explanation for this anomaly. This could be due to a change in policy by either police or magistrates, or a result of local programs or youth work occurring in the community during this period. This was followed up in stakeholder consultations but no specific advice was forthcoming.
- **It is likely that changes in laws in the ACT regarding family violence will impact the number of matters being dealt with by the police and courts. A closer consideration of the likely impacts on resourcing is required as well as consideration of the support which will be required for victims and perpetrators when there is a zero tolerance approach.** This will need to be followed up with the ACT Coordinator-General for Family Safety, the AFP as well as the ACT Chief Magistrate as it has possible resourcing impacts.

## Supervision of offenders (Community Service Orders) Ordinance 2005

- The specific ordinances which apply in JBT need to be considered when considering service models. For example, 'Supervision of offenders (Community Service Orders) Ordinance 2005' currently adds a layer of bureaucracy to a process that should be the purview of the ACT. Originally the ACT could appoint ACT public servants and others deemed appropriate to carry out this role. However, at some point the ACT Government requested that it withdraw as far as practicable from performing functions in relation to community service orders in the JBT. The current Ordinance reflects that request in that the Commonwealth Minister may appoint an APS employee or another person (s5 (2)) to carry out the function. However, **given that the ACT will continue to provide justice related services in the JBT for the foreseeable future this change may need to be revisited to ensure expeditious arrangements can be made for supervision.**

## Budget Reconciliation data and ACT-JBT Service Delivery Budget

*Budget Reconciliation data for JBT services from 2013-14, 2014-15, and 2015-16, and ACT-JBT Service Delivery Budget for 2016-17*

- The reviewer was provided the service acquittal reports for the state type services provided by the ACT in JBT. These acquittal reports present basic high level information on service outputs delivered by ACT.
- Some service data is not collected because it is administratively burdensome when it only captures a very small number of people; for example, some prisoner transfers by NSW Police to ACT, Access Canberra support for JBT and other data is no longer being collected.
- There are no discernible trends; for example, motor vehicle registrations are similar year by year which indicate that the population is relatively stable and that no major changes to service delivery is required to respond to actual population numbers.
- The number of children in care doubled between 2013 and 2016 and has remained at around 9 to 10 children in care at any one time.
- Childcare payments were considerably higher in 2016-17 than in 2013-14. This is primarily due to the identified therapeutic needs of each child.
- **There is no clearly expressed need for additional resources to deliver the current services, however there have been clear statements that to provide any other services, such as Circle Sentencing, will require additional resourcing.**

## Wreck Bay Baseline Community Profile 2012

- Atkinson Kerr and Associates (AKA) produced a baseline community profile of the Wreck Bay community for the Australia Department of Families and Housing, Community Services and Indigenous Affairs (FaHCSIA) in 2012.
- AKA had difficulty in obtaining accurate data- either it was not collected at all, was not disaggregated or was not shared. Agencies providing services in Wreck Bay mostly reported on their global budgets without further breakdown.

- The researchers also highlighted some limitations of the process such as: ‘reluctance of some community members at Wreck Bay to be surveyed’, indicating that only a very small number actually participated; a ‘separate survey section for youth (12-18 years) was removed at the request of WBACC’; a Project Coordination Group (PCG) was established and all ‘decisions on the content of both survey instruments were approved by both the PCG and WBACC. The researchers adhered to instructions but may not necessarily have agreed with the content’. The implication being that there was information not made available for the profile which could have been important in relation to understanding the community and its needs.
- The Wreck Bay population varies seasonally particularly during holiday time and as a result of family celebrations or community functions such as funerals. WBACC had a membership register of 319 people in 2010/11 (not all living in Wreck Bay) and it is similar today.
- Few households in Wreck Bay village had a computer or reliable internet connection at the time of the survey. The current number of landlines and internet connections in the Wreck Bay community should be determined, as this may assist in understanding how the use of technology could underpin new service models. It appears from discussions with a number of residents, the internet and phone connections remain problematic.
- There was no GP outreach at the time of the baseline review (although this is now occurring) and access to continuous care was reported as problematic, ‘with multiple health agencies but no overall collaborative approach’ [reviewer’s emphasis]. This is a key area of focus for improving service delivery. Mapping these services will assist in identifying any linkages which could be made to reduce complexity and improve service delivery.
- Other than at the Booderee National Park, local employment opportunities for Wreck Bay residents are limited. However, employment opportunities may lay further afield. Consideration needs to be given on how to enable JBT residents to access them.
- Problems with the amount and quality of housing stock were highlighted in the baseline profile and is one of the highest priority areas to be addressed by the WBACC in its 2017 Community Plan (discussed below). Overcrowding was reported during the development of the Profile.
- Very little serious crime was reported but there were anecdotal reports of increasing drug and alcohol use in Wreck Bay.
- Students hitchhiking due to the lengthy bus trip to high school was identified as a safety issue, and it also relates to the success rates for JBT students in the secondary system. A change to the bus run timetable since this Profile was completed appears to have resolved this matter, as it was not raised as an issue in the stakeholder engagement sessions.
- The Profile identified a range of concerns regarding justice services including limited sentencing options; difficulty in talking to clients in person, which can impact on the pre-sentence report; people on parole not being able to travel between states; lack of victim support; and no compulsory cultural awareness training for judicial officers in ACT.

The Baseline Community Profile is a very useful document for consideration of the types of services the community wants and also in determining how services could be provided. It might be useful to contact FaCHSIA to determine if there is data/information which was not included in the report - at the request of WBACC- which may provide further insights into priority areas for service delivery by the ACT.

## Passing the Message Stick – 2014

*The ACT Children and Young People Commissioner and Human Rights & Discrimination Commissioner*

The ACT Children and Young People Commissioner undertook consultation in JBT and Wreck Bay communities.

- **Findings from this report included a lack of extra-curricular activities for children and young people in JBT.**
- The report also found that there would be **benefit to community and youth engagement if after school programs were developed, for example, sports, educational activities and cultural development activities such as dance and arts.**
- One of the most significant issues appeared to be lack of transport, making it difficult for children and young people to access services and amenities elsewhere, such as Vincentia.

## Draft Wreck Bay Community Plan 2017 and Implementation Notes

*Developed by the people of Wreck Bay, with the help of Ken Collis PSM, through the support of Indigenous Community Volunteers, Canberra*

- This Plan acknowledges that ‘Access to services within the Jervis Bay Territory is complicated’; ‘One of the results from this mix of services is that some services overlap and are very well delivered, while others either don’t exist or haven’t been identified’; ‘An example of the latter relates to services available from the ACT Justice and Community Safety Directorate to assist restorative justice outcomes’.
- The Plan considers a wide range of issues, a number of which are outside the parameters of the reviewer’s report, although all of them could be considered to have some impact on the overall wellbeing of the community and therefore the focus areas of community, justice and welfare services.
- A number of areas of concern, such as substance abuse, are referred back to the WBACC Board for their consideration, rather than simply directing them to either the Commonwealth or ACT Governments for action.
- The priority areas for action arising from the Plan are not in the first instance those matters which fall directly in the community, justice and welfare services areas. For example, priority 3 includes: “Access to community services – pursue feasibility, availability and relevance of additional ACT Government services for the JBT community”. This may indicate that those services the community identifies as being provided by the ACT now are not in need of a major overhaul; however, there are services that the community wants to be provided (which they see being available in Canberra), that are not currently provided in JBT.
- Access to transport is an issue for many residents of the community which has a flow on effect on their ability to access a range of services which are not provided within JBT itself.
- Like the Baseline Profile, the Community Plan is a useful document as a starting point for determining where service delivery might be improved. However, there appears to be a disconnect between what is highlighted in the Plan as the highest priority and what areas the Plan has identified as most problematic.

## Growing Healthy Families briefs (internal ACT Community Services Directorate – CSD documents)

- A number of documents were provided to the reviewer which outlined how the Growing Healthy Families service is operating in the ACT. A preferred service experience map for the Aboriginal and Torres Strait Islander community was provided which will assist in determining if the services currently being provided reflect those preferences and if not, how they could be modified to do so. Refer to **Attachment A** for further information.
- Aboriginal staff working in this program believe that a model with some community-based staff and online/phone support may be possible and beneficial in JBT, although this will only be successful once strong personal relationships are in place.

## Census Quick Stats for JBT –2006, 2011 and 2016

- The population of JBT overall is reducing although the population of Wreck Bay appears to be remaining reasonably static.
- It appears that the proportion of residents over 55 years of age in Wreck Bay is similar to that of other Territories but is considerably higher than the whole of Australia. This should be a focus area for determining services needed into the future.
- The level of highest educational attainment in JBT needs closer examination as it may be overstated. A stakeholder has indicated that degree and diploma statistics are overstated in Wreck Bay due to definitional issues about what constitutes a tertiary qualification. For example, a Cert III is apparently considered to be the equivalent of a degree by the Wreck Bay community; therefore this data may be masking areas needing more focused action.
- Number of people per dwelling do not appear to match claims of overcrowding in other reports, which again may require a different focus in relation to broader welfare concerns, for example, supporting high school students at home to meet educational goals. The Australian Bureau of Statistics (ABS) has highlighted a change in approach in relation to the data for average number of persons per bedroom and number of bedrooms per dwelling. This is an area for a deeper consideration during the DIRDC analysis of ABS data.

**Further analysis of Census data is required to ensure that assumptions that are being made both by the community and service providers are accurate, in relation to demographic changes likely to require service modification.**

## Advice on children (de-identified) on final orders in Wreck Bay as of November 2017, ACT Child and Youth Protection Services – CYPS (internal CSD document)

- In discussing this information with staff within CSD it became clear that the CYPS team were doing more than simply responding to statutory matters in JBT, which is the service funded under the MoU. **They were engaging in the ‘healthy families approach’ even though this early intervention service is not currently funded by the Commonwealth.** The team said that this helped achieve better outcomes for the child than simply performing a statutory action.

## Aboriginal Land Grant (JBT) Act 1986

In addition to reviewing the Act itself, the reviewer was also taken through it in detail by the CEO of WBACC, which highlighted differing interpretations of sections of the Act.

- *Section 6* states that WBACC has the function to ‘provide community services to the members of the community...’ and to ‘...consider, and where practicable, to take action for the benefit of the community in relation to the housing, social welfare, education, training or health needs of the community’.

This may lead to confusion as to who performs what role with respect to community services, including whether there are competing functions and services being offered by WBACC, government and non-government agencies, or over-servicing in some areas.

**The reviewer believes that this section in the Act does not intend to imply that WBACC has to be the provider of services, but rather that WBACC has a responsibility to ensure that services named in the Act are available to the residents of Wreck Bay. This, by extension, requires WBACC to work with the community in determining what their needs are and then ensuring that various government and other entities are providing these services to an appropriate standard.**

There appear to be differing interpretations by members of the community as to the authority the ACT Government has in relation to matters arising within the Wreck Bay community. The view appears to be that this Act is the superior legislation and gives WBACC the authority to make decisions when at odds with relevant ACT legislation. This has been raised in the context of child protection actions, wherein some community members and individual members of WBAAC have stated that CSD actually does not have an automatic right to come into the community to take action under the ACT *Children and Young People Act 2008* as WBACC has the authority to determine who can come onto Aboriginal land and for what purpose.

A further example given to the reviewer was in relation to the ACT *Residential Tenancies Act 1997* which was the subject of a recent hearing in the ACT Supreme Court (*WBACC v Williams [2017]*), notwithstanding that the Supreme Court upheld the decision of ACT Civil and Administrative Tribunal (ACAT) that the *ACT Residential Tenancies Act* applies to JBT and the Aboriginal land managed by WBACC. Subsequently, WBACC appealed the decision at the ACT Court of Appeal which held that ACAT had no jurisdiction to determine tenancy disputes arising on Aboriginal land in the JBT because the provisions of the *Residential Tenancies Act 1997 (ACT)* which apply to residential tenancies on Aboriginal land were inconsistent with a Commonwealth law; i.e., the law that grants the land to the Wreck Bay Aboriginal community (the *Aboriginal Land Grant (Jervis Bay Territory) Act 1986 (Cth)*).

What the differing interpretation of the Land Grant Act and ongoing legal arguments regarding the operation of ACT law in JBT demonstrate is the prevalent and persistent confusion in both community and government about the precise interaction of ACT law with other legislative frameworks in JBT. This uncertainty potentially not only risks undermining service provision but also may have implication for how service are delivered in JBT.

## STAKEHOLDER ENGAGEMENT

The reviewer spoke to community members and service delivery staff over a three-month period. The reviewer tested ideas for service improvements and areas of focus with those she interviewed to ensure that there is, where possible, a clear view of the issues relating to the services provided by the ACT in the JBT. A number of themes emerged which are listed at the end of this summary.

**In relation to the broad range of justice services, there were significant gaps particularly in relation to sentencing options and the related supervision requirements. Formalising a relationship with Corrective Services NSW was considered a way of simplifying and making more efficient justice services.**

**Youth focused services were also identified as a significant gap.** Delivering services through those programmes that already exist in NSW was frequently suggested as an 'easy fix'; including providing funding for transport to and from Nowra to access youth services and supporting NSW programmes to come to JBT from time to time.

The themes of **the need for improved transport options** and **enhanced telephone and internet connections** underpinned improved service delivery and better outcomes in the areas of community, justice and welfare services.

**In almost all categories of service there was limited or no data available which indicated the quantum of service provision and certainly no measures of the quality or efficacy of the services provided.** For example, there are no indicators to assess if maternal health in JBT has improved given the more emphasis on outreach by Maternal and Child Health (MACH) nurses.

The issues outlined below are generally based on anecdotal information provided by the stakeholders with whom the reviewer engaged.

### Input from community members/users of services

It has proven very difficult to talk to many community members who have used the services provided by the ACT Government, particularly in Wreck Bay village.

However, the reviewer had lengthy discussions with a number of female elders and with some young women **Sch 2 s2(a)(ii)**

A WBACC Board member arranged for the reviewer to meet with a family group in Wreck Bay but the meeting was postponed once and then cancelled a second time in the weeks before Christmas 2017. This was followed up in late February 2018 but unfortunately the meeting was not able to be rescheduled.

The reviewer attended a children's fishing competition arranged by the AFP in Jervis Bay for local children and the reviewer spoke informally with a number of residents who were there. They thought it was a good initiative but that more could be done in developing good relationships with the police. They were concerned that there wasn't more connection between the police and the community, particularly with young people. One stated that 'the kids are frightened of the police'. Some felt more opportunities to engage in Police & Citizens Youth Club (PCYC) type activities could be beneficial.

All of the women spoke of the lack of services for men, particularly for teenage males, who the young women believe have no appropriate male role models in JBT. One woman said she was very worried about the prospects for her young teenage son who was already “getting into trouble” and was disconnecting with school. She felt that a paid mentor for the young men was an option.

The older women felt that there were youth services and programs in the surrounding area which would be beneficial for young people from JBT; for example, there are youth services offered at Sanctuary Point, however **access, due to lack of transport, continues to be a barrier to participation**. They all acknowledged that there are buses available which could be used if drivers were hired and they were timetabled efficiently. The day-care centre and the Jervis Bay School both have buses which are only used at set times during the week, and not used after hours or on weekends.

Community members indicated that there are good health services available although **men’s health is not well catered for**.

Community members were positive about the Jervis Bay School. They indicated that the children were well supported, developed good skills and that generally their educational attainment is good. They all stated however, that children ‘got lost in the system’ when they moved into high school - most going to Vincentia High School. They believed that a significant number of good performers dropped out of school and did not return to education, within a few years of moving to secondary school.

They stated that **the most helpful additional service in the education area would be support for the transition stages- primary to high school and high school through to tertiary studies and employment**. This was a strong focus in the conversations with the reviewer and raises the issue of students being in the NSW education system while being residents of JBT. The community members asked ‘who should be responsible for assisting the young people’.

Vincentia High School provides specific support for indigenous students. Most of the women went to Jervis Bay Primary School and Vincentia High School and felt that they received a great education. They did acknowledge that some young people got a bit overwhelmed by the size of the high school and that they sometimes did not feel that they were at the same standard when they entered high school. They suggested starting Year 7 work in Year 6 to make sure children were ready for the transition, as visiting a couple of times in the year was not sufficient preparation for the move to high school. A number had used the homework centre that was operating in Wreck Bay when they were students and found it very helpful and supportive. Several of the older community members voluntarily operated the homework centre at the time. They feel it should be re-established, with focus beyond homework; including life skills, preparing for work and getting help to deal with problems and concerns. They discussed the need for parents to be involved in the school and their children’s education but acknowledged that “you can take a horse to water but you can’t make it drink”. They felt that the Aboriginal Liaison Officers (ALOs) at the primary school should be focused on bringing the families into the school and supporting them to have the robust discussions about their children’s progress (although they recognised that the ALOs did have a range of responsibilities). They also noted that it is sometimes hard for these staff to do difficult things because they are also members of the community, so perhaps it would be helpful to recruit aboriginal staff from outside the community.



**The key gaps identified by these women included coordination and integration of existing services, family support (including for men) for families experiencing a crisis, mentoring or role models for young men, transport; and someone (or something) which can provide linkages and appropriate referrals to the many services that do exist.**

The people interviewed echoed the views expressed in the DIRDC workshops that one of the gaps was a 'linking role' to draw services together. The example they gave was if the school raised concerns about a child with child protection services then someone, not from child protection, should be available to work with and refer the family members to appropriate services such as Waminda, the Aboriginal Medical Service (AMS) and the community health services such as drug and alcohol services provided by the Illawarra and Shoalhaven Local Health District (ISLHD) as well as services provided by the non-government sector close by in NSW. They stated that it didn't need to be an indigenous 'identified' position, the person shouldn't come from the Wreck Bay community and it probably should be a public service position.

They were complimentary about the court being held in JBT but were concerned about the lack of community sentencing options due to the non-availability of community orders supervision locally by corrections officers. They felt that this meant that either offenders had to get a custodial sentence in Canberra or were not given a sentence that would make them aware of the consequences of their actions. This resulted in the same behaviour again and again until they received a custodial sentence. This is a poor outcome when other measures might have modified the behaviour. A number also stated that circle sentencing would be a good option because it means that the Wreck Bay 'community can look after its own'.

Community members indicated that health services were reasonable and that having the Aboriginal Medical Service come out to Wreck Bay was beneficial, notwithstanding that staff frequently changed and that some would not use the service because 'they didn't want other people in the community knowing their business'.

They acknowledged that there were services they could, and did access, in Nowra and the surrounding area. A number used the GPs in Vincentia **Sch 2 s2(a)(ii)**

**. The management of chronic health problems was seen as a shortfall as was the support for people ageing in place.** The lack of regular transport to medical appointments such as dialysis, was of significant concern.

In fact, **transport generally was raised as an issue which needed closer attention.** For example, getting young people to activities outside of JBT which would provide diversion and interest is problematic. There was a recognition that JBT is too small a community to have 'everything on tap' and that there are many opportunities for engagement 'across the border' but getting young people there and back required transport which did not exist.

There are two buses which could be made available for these activities – one is based at Gudjahgahmiamia and one is based at Jervis Bay School. The school bus is used 3-4 times a term and is driven by qualified staff from the school. It is 'permanently' leased by the school through funds allocated to the ACT Government by the Commonwealth for education purposes. The other bus is driven by paid drivers and is the asset of the WBACC. The reviewer was told that it could not be used for any other purpose than for child care centre purposes. This view should be tested as it may provide the support needed to provide access for youth engagement activities.

The elders raised the need for a youth worker in Wreck Bay to provide guidance and linkages to services for the young people.

The other single most criticised service was the telecommunication service – the mobile phone and internet reception is poor. The quality of the phone and internet connections is impacting on the ability for some services or programs to be offered remotely as well potentially negatively impacting on students' educational success.

All community members the reviewer met raised the confusion they felt in relation to service provision because of the administration of JBT by Canberra when they lived next door to NSW. They thought it was unnecessarily complicated and meant that they were 'missing out' both ways; they couldn't access services in NSW because NSW wasn't funded for it and they couldn't access services available in Canberra, which they were legally entitled to, due to the distance.

## Input from Service providers/professionals

The following is a summary of comments and ideas from professionals and service providers raised during the discussions with the reviewer.

### Community and welfare services

**Early intervention for at risk families is essential for community safety and child protection however the services available in the ACT are not easily accessible to JBT residents.** These types of services do exist in the local NSW area. It should be possible to develop an agreement with either the NSW Government or appropriate NGOs which could make these services available to JBT residents at a nominal cost.

The service delivery model used in Building Healthy Families in the ACT could potentially be modified to enable an approach using both video conferencing support and a Community Hub facility within JBT. Targeted parenting assistance by aboriginal workers from the ACT should be considered, as well as drop-in programs operating from a hub or one-stop shop supported by experienced workers from Canberra. The school as a community hub is included in the ACT's "Future of Education" strategic agenda and could be considered when consultation on a community hub concept is conducted.

The South Coast Women's Health and Welfare Aboriginal Corporation- Waminda- provides services to women and children from JBT although they are not specifically funded for this service by the ACT. Waminda offers a range of services in Nowra and they also attend the Wreck Bay clinic, although the lack of formal pathways with the AMS makes this difficult at times. Waminda staff work with JBT women 'off the community' which is apparently preferred by these women; i.e. they are picked up by Waminda and transported to group sessions and activities, for example, therapy sessions etc., held in the Waminda facilities. Staff provide intensive family support, working at family preservation and reconciliation as well as taking a case management approach with mothers who are deemed to be at risk during pregnancy, providing ongoing after the birth, often with the entire family.

**Sch 2 s2(a)(ii)** Waminda believes a family therapy approach is needed for at risk families, in particular Aboriginal families, where men are also full participants and have support. Waminda is interested in working with the AMS on men's programs particularly in relation to family violence.

**Sch 2 s2(a)(ii)** Waminda has previously discussed the option of providing services for families from JBT where CYPs has become involved, instead of trying to do so through ACT-based services. A range of costings have been prepared by Waminda for NSW Family and Community Services (FACS) to provide these kinds of services. With appropriate resourcing through DIRDC, the ACT could purchase a number of packages per year to be used at the discretion of the CYPs staff. Indicatively, this could be through a fee-for-service approach for case managers and casual family support workers, or through packages per family which includes crisis support, short term residential options and planned after-hours services and programmes for a period of time.

**The need for coordination of services in the community was highlighted by most service delivery staff.** Community members are often confused by the range of services available and who provides them. This echoes a comment made by the young Aboriginal women the reviewer spoke to – often people suffer from “service overload” because there are different providers offering the same or similar things.

Access to high quality clinical services and group support in order to build healthy relationships is an area requiring improvement in their view.

The ACT’s Coordinator General for Family Violence stated that for indigenous women in particular, a response to family violence immediately becomes a child protection matter in their minds. Often family violence goes unreported because the mother believes she will lose her children. **Aboriginal women want a family violence response that works with the whole family, including the male partner, so that the family does not get broken up.** A number of programs for men operating in the ACT were highlighted including ‘Room for Change’ which could be opened up to men from the JBT community provided additional resources were made available. There is also the potential for anger management training and similar programs to be offered through video links.

**Having a locally based person to act as the ‘interpreter’ for the wider service system would be helpful in ensuring residents get the timely and appropriate support that they are entitled to.**

Wreck Bay residents, for example, call someone they know rather than a service or helpline, even if they are aware of the contact details, when they have a crisis. This ‘interpreter’ could be a support worker or a public servant from outside of the JBT whose role requires them to develop the networks, contacts and an understanding of services available in the region and elsewhere. This idea came up a number of times from different services and was variously called a ‘community development worker’ or ‘support worker’. All however said that the person needed to be not from the Wreck Bay community, although they could live in JBT. One stakeholder suggested this person could also take responsibility for being the ‘transport booking officer’ to ensure the availability of transport to access services.

It appears that there was once a community support worker funded by the ACT/CSD but that it no longer exists.

## Health Services

There is a recognition that there should be a focus on ensuring health professionals and others know about broader early intervention options for families at risk. For example, this may include training MACH nurses to look at the whole family if a new mother is having difficulties managing her baby and finding ways to provide a ‘soft entry’ to other services. Up-skilling the local GP network in relation to broader family support services is also suggested.

The MACH staff attend the Wreck Bay clinic two days a week. They tend not to use the JBT clinic as community members do not attend this clinic. They aim to have a drop-in clinic (although some mothers do make appointments) for half the day and then do 'outreach' for the remainder of the day. All new babies have a home visiting program available to their parents, however the reviewer was informed that often this doesn't occur in the home due to Work Health and Safety concerns. The MACH nurses have tried a variety of ways to establish connections with mothers and their children, including attending visits with Waminda antenatal visits to see the other children in the family to ensure that they were meeting their milestones. The MACH nurses network with the preschool to identify children who may need follow up.

The MACH nurses believe more work with the Aboriginal health workers is needed, with the **Aboriginal health workers leading consultations with the community and making the introductions to ensure that families are encouraged to use the services that already exist.**

The NSW Department of Premier and Cabinet (DPC) is leading work to establish a Wellbeing Hub at the Nowra East Public School. DPC is working with other NSW Government Departments as well as non-government organisations and service providers and the local Aboriginal community to establish the Hub which is collocated within the primary school. The Hub is aimed at providing a 'soft' access point for students and their families to engage with a range of services such as welfare and social services, and health in order to improve educational outcomes. The MACH nurses will be part of this hub so that they can engage with parents about the health needs of their young children. It will be a useful model to monitor as there will be a number of services in participating in the Hub approach and it may provide guidance into how a Hub can be successfully governed and integrated into an entire service system.

The Coordinator of the South Eastern NSW Primary Health Network stated that members of the Aboriginal community visit the three general practices in Vincentia, so it appears that they are accessing primary health services both in the Wreck Bay community and elsewhere as they feel appropriate.

There is little data available to determine how well utilised health services are. For example, the ISLDH apparently does not have data from the Aboriginal Medical Service activities in the Wreck Bay Village.

There is however, some data for non-admitted patient occasions of service which the ISLDH provides to DIRDC. These services include cardiac rehabilitation, chronic disease care coordination, diabetes service, ENT clinic, geriatric rehabilitation, sexual health and violence abuse and neglect as well as child and family services, antenatal, midwifery and post- natal services and mental health services. Interestingly, **the 2017 data for these services indicates that overall Aboriginal JBT residents are accessing services at about twice the rate of Aboriginal people from the rest of the Shoalhaven more broadly.** This could of course mean that the health of JBT residents is poorer than other indigenous people in the Shoalhaven, or it could indicate that the JBT community is regularly accessing the services that are available which may mean that physical access may not be the major issue. **There are three services for which this is not the case – antenatal, midwifery and post-natal services, child and family services and mental health- where the rates are about half the utilisation of the remainder of Aboriginal clients from the Shoalhaven.** This difference needs to be followed up as it may be indicative of a lack of access or of a hidden need that is not being addressed.

The health service recognises that they do a lot of reactive health care and one of the areas of improvement could be providing services out of regular business hours, particularly for people who are employed. This is particularly important for preventative health and ongoing support programmes and is probably true of other non-health programmes such as anger management and parenting skills which may in fact fall into the categories of community and justice services. In addition, the health promotion and preventative health programs which already exist are not well understood by JBT residents and more focus on information dissemination across the community about these programs was needed.

## Justice Services

JBT residents, including Wreck Bay residents, do not appear to be accessing victims of crime support at present. Raising community and police awareness of justice services available in the JBT is required to ensure community members get the support to which they are entitled.

Legal Aid ACT recently began providing legal aid services in JBT under temporary funding arrangements with DIRDC. The current temporary arrangements in place are a result of NSW Legal Aid taking the decision in early 2018 to cease providing legal aid services in JBT. This sudden issue is indicative of the susceptibility for service gaps to open up in JBT. It was not until NSW Legal Aid took the decision to withdraw from JBT that DIRDC or ACT Government became aware of the unfunded legacy arrangements that, until now, had provided for legal aid services to the JBT community. This is an example of service delivery arrangements without proper governance mechanisms in place, resulting in a gap in important services in JBT. During the stakeholder discussions the reviewer was informed that Legal Aid ACT was endeavouring to establish an ongoing service from the ACT and was in the process of negotiating with DIRDC to do so.

### **Better access to certain programs including mental health, drug rehabilitation and domestic violence programs would help reduce risks relating to criminal behaviour.**

The AFP feel that JBT residents should have access to the Nowra Correctional Facility- for both remand and incarceration. This would allow the family of detainees to easily see their family member, which in the view of the police is more often than not a benefit. **Outsourcing custodial placement to NSW should be considered.**

**Youth workers are not available for the community and there are no diversionary programs.** This is a serious gap in service provision in JBT. These types of programs exist in Nowra and the Nowra Police believe that, provided that transport is arranged to take young people to and from JBT, young people could access the programs at marginal cost to NSW. **In addition, outreach from the PCYC could be made available in JBT if additional resources could be provided to the local police command.**

There are contrasting views about the benefits and likely success of the concept of restorative justice and circle sentencing in JBT. Both these initiatives are operating in the ACT and there is community interest in their potential implementation in JBT. Staff from the ACT Justice and Community Safety Directorate (JACS) believe strongly that this community process would assist in obtaining improvements in justice outcomes. They believe that such an arrangement provides an opportunity for the development of leadership roles in the Wreck Bay community in particular- aboriginal people working with aboriginal people. However, the JBT police are less positive about its effectiveness due to the problematic family dynamics in the community. Who is used in the circle court will have a significant impact on its efficacy in their view. **Diversionary conferences may be**

**more effective with younger offenders**, which requires the support and participation of local businesses such as the Booderee National Park .

The Chief Magistrate expressed a desire to have more sentencing related options open to her - including JBT based early intervention conferences which are now a requirement under the *Family Violence Act 2016*, as well as supervision and services available for intensive corrections orders and good behaviour orders. The new Family Violence requirements need to be costed into the service agreements. For example, an intensive corrections order would usually require the person to attend drug and alcohol rehabilitation or anger management programs and be closely supervised. Currently this can only be done in the ACT. In addition, there needs to be provisions made for regular drug testing for those on community orders which is currently not available.

ACT Corrective Services recognised that there has been a general reduction Community Service Orders (CSO) options in the ACT itself, not just in the JBT. Their view was that this was due to the introduction of the Working with Vulnerable People (WWVP) registration requirements- both for supervisors and clients- which impacted on some of the work placements available. For example, working on school grounds requires a WWVP registration now, when prior to the introduction of the legislation clients were involved in school clean-ups on a regular basis as a way of serving their community obligations.

**ACT Corrective Services suggested that consideration be given to working through NSW based NGOs in the area, as NGOs can supervise CSO clients as they have tasks which often can be done by volunteers and they usually have the requisite WWVP registrations.**

## Education

There are three preschools/childcare centres in JBT (including one in the HMAS Creswell base). This seems to be too many for the size of the Territory and the number attending the Jervis Bay preschool is very small. A worker stated that 'they [the preschools] are in competition for students' so this might be an area for closer consideration for a cost-benefit analysis.

The Jervis Bay School is considered to be a community hub notwithstanding that services are generally provided in a 'blitz' approach. For example, hearing tests are provided twice a year rather than as an ongoing presence of services. Instead of finding different accommodation for new or different services, using the facilities at the school (or near the school, such as the unused medical clinic) may help to ensure parents feel comfortable in accessing services and seeking help for family support.

The reviewer discussed some of the issues about the transition to high school raised in the DIRDC workshops with a senior Aboriginal worker at Vincentia High School (VHS). On average, the proportion of indigenous students at VHS is 15-17% of the total student population in any given year. Children from JBT make up a small number of this cohort. This year, for example, there are five new indigenous students from Wreck Bay in a cohort of 178 indigenous children in the school. The reviewer was informed that students from Wreck Bay have comparable success and failure rates to other indigenous children attending VHS, but that VHS staff had recognised that children coming from Jervis Bay School sometimes had gaps in their learning outcomes, requiring more support. When asked why this occurs, a VHS staff member said it could be for a range of reasons including the curriculum differences between ACT and NSW. There was occasionally a perception that there is a potentially a 'lower bar' for attainment at Jervis Bay School which meant that children who thought

they were doing really well were surprised to find that they were not, in comparison to others at VHS.

There is support for indigenous children at VHS, although community members don't feel it is sufficient. For example, there is an indigenous hub where students can go for support if there are problems in the classroom and to catch up on work; Aboriginal Teaching Assistants can go into the classroom with students who are struggling and the Aboriginal Liaison Officer can work with parents to provide the encouragement and support they might need as the high school curriculum can be very difficult for some parents. It is however **important for there to be ongoing support in the Wreck Bay community as well so that young people from Wreck Bay are instilled with higher aspirations to go into the wider community to learn and work, while maintaining a connection to their community.**

It was suggested that **this support might be a youth centre/ homework centre in JBT which could provide a comfortable and secure learning environment for young people, with quality technology, strong supervision and the opportunity to develop resilience and problem-solving skills.** The centre could be run by community volunteers/parents with perhaps some paid hours for particular programs. One useful addition, in the opinion of the Jervis Bay School staff member, would be the involvement of former VHS students from the Wreck Bay community (alumni) who could act as role models for the young people to demonstrate the options that education provides for people.

Keeping JBT children in school is very important to good outcomes in justice, employment and community safety. There is a view that the zero tolerance to poor behaviour at VHS has a negative impact on indigenous students from JBT.

It has been difficult to map the service system in any useful way during the review. Individual services have at times indicated that they work with other services or refer clients to other services but generally this is done on a personal or case by case basis as there are no formal referral pathways or service linkage points. For example, MACH nurses have at times attended visits to people within the community arranged by staff from Waminda, with a view of considering the health of children in the family, even though those children were not the focus of the Waminda appointment. This was done at the request of individual staff rather than as part of the overall service system.

## Summary

The following are considered to be the areas of greatest need or which provide opportunity for service improvement based on the stakeholder engagement process. Addressing these issues may improve service delivery and community outcomes.

1. Poor telecommunications/internet access must be addressed for access to education and professional services. This appears to be also affecting the ability of the court system to successfully use the video link installed in the court house.
2. Support for students transitioning from primary to high school is needed to ensure success in educational attainment, not just in the high school itself but also back in JBT
3. Youth support and development for young JBT residents is essential, either within the Territory or locally in NSW, to provide diversion from petty crime as well as getting young people involved in a wider network of acquaintances and friends to broaden their opportunities; homework centre
4. Greater clarity about the services available, the linkages between them and how to access them, including who can refer people to what services should be a starting point to improving access to existing services. Many issues with services stemmed not just from difficulties accessing services but also navigating multiple entry points to access services.
5. There is a need to provide a range of existing services, in a different way, such as early intervention and family support programs for families at risk, so that JBT residents do not have to go to Canberra to access them.
6. There needs to be a focus on the ACT and NSW working effectively together on mental health and drug rehabilitation services as well as community corrections orders, which will enable services to be provided locally.
7. A lack of community corrections options and opportunities for diversionary conferencing in JBT is negatively impacting access to justice for JBT residents.
8. Transport from JBT to services in the local area is also a significant issue raised by both community members and the service professionals.

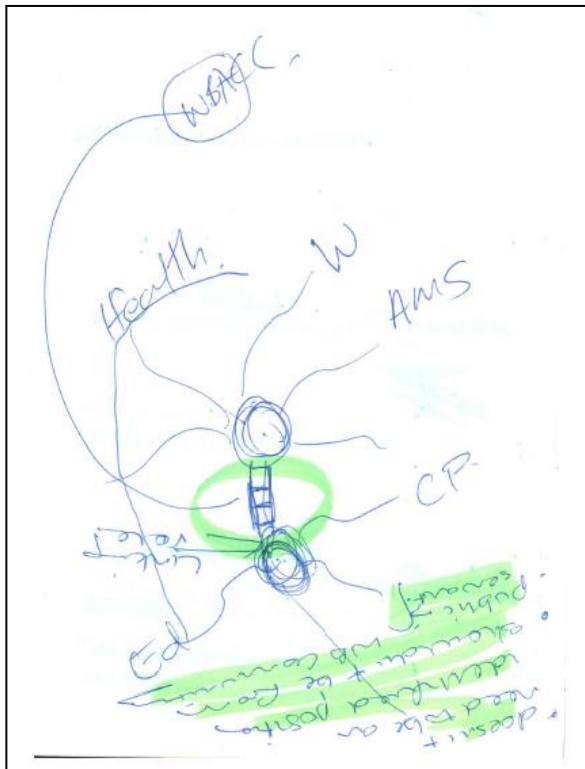
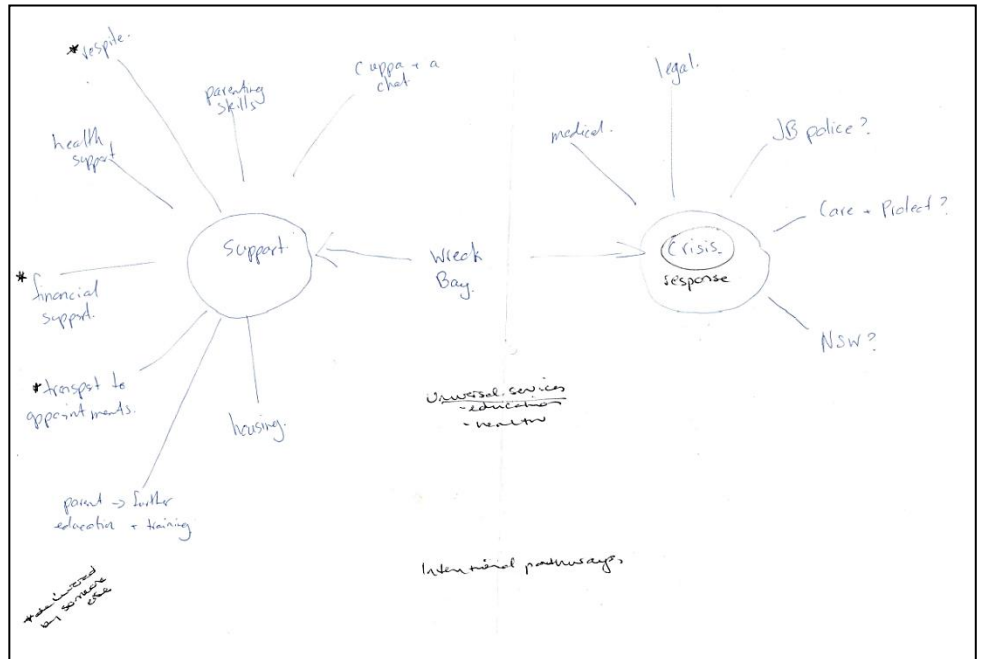


## ACT DIRECTORATE WORKSHOP FINDINGS

A half day workshop, facilitated by the reviewer, was held on March 21, 2018 with participants from ACT Government Directorates providing services in the justice, community services and welfare areas in JBT. The purpose of the workshop was to test the results of the stakeholder engagement with human services experts in the ACT to begin articulating what service reform in JBT might look like to meet the priorities that had emerged in community engagement.

In the course of engaging with JBT residents, the reviewer twice had an 'ideal' service model literally sketched out to aid in understanding both the issues faced by JBT residents in accessing services and a visual representation of a solution.

These two drawings are striking in their similarity; they capture both the **disconnected experience** of service delivery lived by JBT residents and the feeling that a solution lies in a service model which seeks to bring services together to create connections and pathways for service users.



These 'maps' were meant to demonstrate the way linkages can be made between 'soft' or 'support' services primarily provided within the community and 'crisis' or mainstream services primarily provided outside of the community. Both maps indicated a difference between support type functions and service system responses.

ACT Workshop participants discussed these maps and suggested that they outlined an approach which could be separated into: **infrastructure or support** such as parenting skills development, further education and training for adults, and health support for chronic disease; **universal services** which required central investment such as primary and tertiary health services including preventative health programs, and education; and **responses** to crisis or community wide issues such as justice and policing, care and protection and youth-related matters. The response design would need to be driven by the community, based on **priorities identified by the community**.

Workshop participants identified best practice underlying service delivery and design principles:

#### *Service principles*

- Services need to be flexible and be able to be accessed in a timely fashion.
- Services need to be based on relationships with services and clients rather than procedures and documents. These will be required for accountability purposes but should not be visible to the client and not be used as a barrier to service provision
- Services will need to be iterative and dynamic, to respond to the changing needs and makeup of the community
- Underpinning pillars of universal services need to be in place and clearly identified eg Health and Education - these will have ongoing funding identified and built into the SLA.

#### *Service design*

- Should be driven by the community (what would work for them) and based on the priorities identified by the community (the priorities may change from time to time)
- Needs to express the required outcomes of the service and how they will be measured.

The preferred service experience map for the Aboriginal and Torres Strait Islander Community (2015) provided by the Community Services Directorate (**Attachment A**) outlined what was needed to meet the service delivery needs of indigenous people in the ACT (which is also generally applicable to the Wreck Bay community):

- **Listen to understand, not respond**  
Use the evidence that exists, don't come to ask for more from the community; be honest when you have a conversation, be clear about what you can and cannot do.
- **Come to us, don't make us come to you**  
Be in our community to understand our community (particularly the decision makers) recognising local knowledge and expertise.
- **Be clear about the authority of people**  
At a personal service delivery level, make sure we know who the person is who can and will make decisions; be a problem solver.
- **Deliver a platform for sustainable quality of life outcomes for people**  
Build long term relationships with the community; remember the 'service' in 'public service'; establish formal and informal pathways for equity with life-long learning that develop health, education, employment, well-being and connections with individuals and their families.

In relation to Community Service Orders, workshop participants discussed the use of a broader definition of 'benefit to the community' when finding an appropriate activity for the offender to undertake. For example, if lack of literacy and numeracy is a contributing factor to criminality and/or presents a barrier to obtaining employment, then having the person attend training to lift their literacy and numeracy could be defined as a 'community service'.

The workshop participants acknowledged that it was important that service responses were found locally rather than attempting to replicate the service offers in the ACT. This suggests that service agreements with NSW providers should be a focus for service improvement.

The three key service reforms identified by the workshop that would make a difference to access and service delivery for JBT residents are:

1) **Creation of a Wreck Bay hub.**

The hub would be:

- . a culturally safe, community owned space;
- a. not prescriptive in set up, a space which can be changed to suit different purposes, i.e. a space with generic utility;
- b. a physical anchor for service provision across a range of human services; and
- c. available for the community members to use as they choose, to ensure a vibrant place to be and also one in which services may operate so as to be available to the community.

The development of the hubs operation would necessarily be an **iterative process**: its design and functions will evolve based on the progress of and changes in community development as the needs of the community are identified and continuously reviewed. This has been the approach used at the West Belconnen Child and Family Centre.

There was a view expressed at the workshop that the hub should be in Wreck Bay, not at the former clinic Jervis Bay Village near the primary school, as Wreck Bay community members did not access the facility when it was used as a clinic (this view was echoed by many of the community members interviewed by the reviewer).

The hub could incorporate a space for a homework centre/youth engagement space, as well as a place for Community Service Order supervision and adult education amongst other things. A hub would require stable connectivity for phones and the internet.

While a hub can provide a place for activities, it was recognised that some community members would not want to go to the hub. As one participant said: *'everything is relationship based, the important conversations occur in people's lounge rooms'*. Finding a way to ensure that a Hub has that 'family feel' was considered to be a very important design feature.

A Community Development Officer (CDO) could be based in the Hub and it could provide a universal platform for general engagement with the community. These relationships could then set the scene for more therapeutic or intensive assistance.

2) **Community Development Officer**

This would be a solutions-focused role designed to **build community relationships and understand community need**. Traditionally, a Community Development Officer is employed to help ensure the growth and overall health and vitality of an area or community. CDOs work with the community itself, with non-profit groups and government social service agencies amongst other organisations.

The workshop participants agreed that the position should be 1 FTE, at a level equivalent to an ACT Government Senior Officer Grade B. A CDO could be a government employee or a contracted NGO service. Regardless of employment conditions, the CDO would be required to work closely with ACT, NSW and NGO services.

The CDO should not to come from the JBT community. The CDO would not need to be indigenous but would need to possess demonstrated skills in community development with a very high level of cultural competency.

The focus of the position is relationship building and developing solutions for service gaps or sub-optimal service delivery. The CDO needs to be innovative and have demonstrated success in identifying community need (recognising that one size does not fit all). The CDO will be responsible for determining the inputs required to deliver agreed outcomes and to **design programs with the community**. These programs/services should be evaluated transparently through an outcomes focused Service Level Agreement.

The CDO should live outside of the community, be supervised by a manager from outside the community and supported to ensure that they have 'respite' from the demands of the community.

### 3) **JBT Services Coordinator**

This role is designed to assist individuals navigate the service system and connect individuals with services.

It should be 1 FTE, at a level equivalent to an ACT Government Senior Officer Grade B, public servant reporting to the ACT government.

The Services Coordinator would be responsible for determining what services are available and where, and to maintain and update that knowledge regularly.

It is envisaged that the Services Coordinator will work with individuals to access services by acting as the link between disparate services. The Coordinator will undertake the **system-enabling work** needed to ensure a collaborative, non-bureaucratic approach to the service system. For example, a Service Coordinator could develop information sharing protocols between agencies so that a client needs only to tell their 'story' once.

It is envisaged that the Coordinator will 'walk' beside the client to help them get their needs met rather than simply being a referral 'post box'. **The focus of this role is on assisting individuals to navigate the service system.** The Coordinator may be required to contract manage purchased services as well as determine how brokerage funds are to be allocated.

The group suggested that the Services Coordinator position may be time limited, possibly one or two years to ensure it is established and operating successfully. At then point the functions may be able to become an aspect of the CDO role, once systems and protocols are in place.

Both the CDO and Service Coordinator positions need to be senior enough to have the authority and be perceived to have the authority to make things happen and to 'force' a collaborative approach to problem solving.

#### *Brokerage Funding*

Underpinning the success of this approach would be the availability of brokerage funds so that the JBT Services Coordinator could access a small pool of funds to enable a client to access linked up services. Brokerage is generally the use of designated funds to purchase goods or services to address individual client needs and identified barriers to optimal case management outcomes. The use of brokerage funds is flexible and tailored to the particular client or issue.

It is suggested that there be an identified budget line for the Services Coordinator to allocate for either community development or access to services. Where services are purchased from an existing provider, the contract needs to stipulate that the client from JBT will be given priority to receive the service.

Utilisation of the funds needs to be flexible within a broad control framework. The funds need to have 'permeable parameters'. Criteria against which the use of the funds could be measured could include: desirable, possible, sustainable.

### *Local Area Co-Ordination*

An example of the Services Coordinator approach is the Local Area Co-ordination (LAC) model developed in Australia for the NDIS implementation. LAC puts people at the centre of things. The Services Coordinator works with individuals to identify existing local networks and resources which will enable them to live the kind of life they want to live, as well as identifying more specialised services if they are required. This model has been praised as an example of a new approach to delivering public social services in work examining the co-production of human services.<sup>1</sup> Key principles that underpin this approach are:

- . **Recognising people as assets**  
People are equal partners in designing and delivering services
- a. **Building on people's existing capabilities**  
Altering the delivery model of public services from a deficit approach to one that provides opportunities to recognise and grow people's capabilities and actively support them to put these to use with individuals and communities.
- b. **Facilitating rather than delivering**  
Enabling public service agencies to become catalysts and facilitator, rather than necessarily providers of services

These principles could similarly underpin the approach taken by the Community Development Officer and the Services Coordinator in the JBT.

In addition to the **service system reforms** embodied in the elements described above, the ACT Workshop participants highlighted **new or revised service offers** which they felt should be a priority for delivery in the JBT:

1) **An early intervention component of family support services, including intensive family support for families at risk**

A continuum of early intervention is required. It is not sufficient to invest in intensive family support without less intensive but important ongoing programs to provide stability after the crisis intervention.

The model preferred was an approach similar to the 'Growing Healthy Families' program offered in the ACT through the Child and Family Centres.

Growing Healthy Families is based on a community development approach and is similar to the 'schools as communities' programs which are being run in the ACT and elsewhere.

Should the concept of a Hub be implemented in JBT, a school-based Growing Healthy Families worker might be a useful adjunct to a holistic early intervention continuum of services and could provide support to parenting groups and family support programs.

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<sup>1</sup> See 'Right Here, Right Now: Taking co-production into the mainstream' by David Boyle, Anna Coote, Chris Sherwood and Julia Slay, pp.9-10.

[https://b.3cdn.net/nefoundation/8678a9d67320a294b4\\_38m6ivak1.pdf](https://b.3cdn.net/nefoundation/8678a9d67320a294b4_38m6ivak1.pdf)

2) **Family Group Conferencing with indigenous families**

This is an approach in child protection which has had success in other jurisdictions and is now being trialled in the ACT.

Family Group Conferencing requires family- based decision making in relation to the actions needed to keep a child within his/her family after a notification has been made to CYPS. The ACT is using this approach with indigenous families at present and involves anyone the family believes can be of assistance in making the changes necessary to keeping the child safe. This could include the biological family, extended family or close friends - anyone that the family wants included in the process. Family Group Conferencing is considered to be a part of a community development function and success requires the development of relationships with key parts of the system, particularly school.

Family Group Conferencing is an intensive process managed by a trained mediator (ASO 6 level) employed by the Directorate and separate to the case worker. On average it requires about 20 hours of effort for preconference interviews with the family and the conference itself. The family conference is held wherever the family prefers, for example some conferences have been held at the ACT jail due to the child's father being incarcerated. After the conference and the development of a family plan, a decision is made as to whether the plan is sufficient to keep the child safe.

This service trial could potentially be extended to JBT with the provision of additional funding to CSD.

3) **Reliable and timely transport services**

Transport is a fundamental enabler for access to services, and this is especially the case in JBT. Transport is not limited to attendance at medical and other appointments; youth engagement, access to further education and training and community participation would all be enhanced if reliable, safe transport was available to access programs and services in the local region.

4) **Explore potential for ACT support programs to be offered through a remote delivery approach**

Discussion focused specifically on anger management or male behaviour change programs. These are often a requirement for people involved in family violence crimes. Identifying programs or support mechanisms which could be delivered through video conferencing or on-line via Skype or by telephone would increase services available to Territory residents and would not require the creation of new services in JBT.

5) **Domestic and family violence response training for key frontline**

In addition to key staff from 'trusted services', training should be provided to MACH nurses, support staff at the school and Aboriginal Health workers. This approach would form part of an early intervention response.

## ALIGNMENT WITH DIRDC CO-DESIGN WORKSHOP FINDINGS

This review was undertaken at the same time that a series of co-design workshops with the WBACC Board were conducted by DIRDC in JBT. Facilitated by specialist Indigenous communications and policy agency Cox Inall Ridgeway, the workshops:

*employed a co-design approach, which describes a process whereby community representatives, as those impacted by service delivery arrangements, are facilitated to actively participate in decision making through identifying needs, setting assessment criteria and prioritising outcomes.*

The purpose of the co-design workshops were to explore:

- How government services can better meet the needs of the JBT community
- How best to improve service outcomes for JBT Indigenous residents against 'Closing the Gap' building blocks
- How to elicit and present outcomes to inform government decision making processes by establishing a strong business case for potential changes to current service delivery arrangements.

While the DIRDC workshops had a broader remit than this review undertaken for CMTEDD, many of the themes and issues had relevance to the services being managed or provided by the ACT Government. The major themes and issues emerging from the co-design workshops strongly aligned with the information obtained by the reviewer in separate community consultation. Some key synergies are outlined below.

### *Importance of outreach services*

While recognising that there are many useful services available in the local area of NSW, outreach by key services into JBT was considered important by the WBACC Board. Services of this sort are being delivered in part by the operation of the Aboriginal Medical Service out of the Wreck Bay Clinic; outreach provided by the Aboriginal Health Worker from the ISLHD 2-3 times per week; the attendance of MACH nurses several times per week; and the dental and hearing screening conducted annually for children.

### *Lack of data*

The lack of useful data to determine the utilisation of services, as well as the quality and efficacy of services, was raised frequently by the workshop participants, with agreement that it is difficult to appropriately review services without that information.

### *Coordination and understanding of services*

Co-ordination of services, particularly health services was identified as an area clearly needing improvement, as was access to existing services. A lack of knowledge about which services actually exist underpinned much of the discussion at the co-design workshops - a theme which was strongly reflected in the reviewer's discussions with community stakeholders. Using multiple communication channels to inform the community of service availability could be a relatively simple way of improving the community's knowledge of the supports available to them, therefore improving their access to services.

### *Education outcomes*

The importance of achievement in education was highlighted in the workshops, with a recognition that having good educational attainment underpinned better life outcomes more generally: employability, accessing higher education, reducing criminality and improving health outcomes. The central role played by education in the cohesion of the community was identified as an important plank in the delivery of community and welfare services.

### *Justice Services*

In relation to justice services, the main outcome from the workshops was the desire for ACT and DIRDC to explore opportunities to develop strong, formal relationships with Corrective Services NSW in relation to local options for incarceration, remand, CSOs and access to prevention programs offered in Nowra. These opportunities would assist in providing more sentencing options for the ACT Magistrate's Court in JBT. In addition, more opportunity for diversionary programs for the AFP in the Territory was highlighted as a service improvement that would have great benefit in the community.

### *Service Hub*

The idea of a 'one-stop shop', similar to the Child and Family Centres operating in the ACT, was well supported during the workshops. This could encompass parenting support and early childhood specialist interventions as well as other professional services and a safe space for young people to assist with youth engagement based on a 'homework centre' concept. During the discussion of the West Belconnen Child and Family Centre model it became clearer that the participants were considering a 'Services Hub' which was similar to the service model developed by the ACT Government Cross-Directorate Workshop.



## LINKS TO CLOSING THE GAP BUILDING BLOCKS

The recommendations in this report were not made to specifically align with the Building Blocks which underpin the national Closing the Gap initiative to achieve equality for Indigenous people in health and life expectancy. However, Closing the Gap is a foundational policy for Commonwealth and State activity in JBT and the Closing the Gap Building Blocks provide a framework to consider the outcomes that services should be achieving. The Building Blocks are summarised below.

### Early childhood

*Including access to quality early childhood education and care services, maternal, antenatal, postnatal and early childhood health and family support services*

### Schooling

*Including a high- quality workforce, high achievement in literacy and numeracy, parental engagement with the school and their children's education and successful transition pathways through school and into employment or further education*

### Health

*Including access to adequate, preventative and comprehensive primary health care and the management of chronic diseases*

### Economic participation

*Including enhancing employment opportunities and business creation*

### Healthy homes

*Children cannot grow up healthy and get a good education if their home environment is unsafe and overcrowded Healthy homes are considered to be fundamental to the health of the community*

### Safe communities

*Including an accessible and effective police and court system, victim support, child protection and preventive approaches to violence*

### Governance and leadership

*Which recognises the importance of skill development for the community to exercise their rights and responsibilities in their community*

While the scope of this review is focused on community, welfare and justice services, there are a number of interconnections between the recommendations made and the Building Blocks. In this section the Building Blocks have been applied as a rubric through which to consider the recommendations, to aid in understanding how service reforms might align with Closing the Gap.

This alignment is shown in the table below. Significantly, what this lens shows is that the 'safe communities' Building Block sits at the heart of many of the key recommendations in this report.

**LINKS TO CLOSING THE GAP BUILDING BLOCKS**

Early childhood	Schooling	Healthy homes	Safe communities	Health	Governance and leadership
2. Create a 'Service Hub' in Wreck Bay, as a safe, community owned space, to improve awareness and access to human services.					1. Service funding agreements for state type services in JBT should include strong mechanism to capture data and assess service outcomes.
4. Improve access to existing services; community transport options are key to this.					
5. Given the barrier of distance between the ACT and JBT, and the in the absence of arrangements to support local state type service delivery, the focus of future work on service delivery models should find ways to make greater use of technology to connect community with service providers.					
			6. Ensure there is video link access in the JBT police station in a private room to support victim interviews locally.	8. Provide better access to health-related programs	3. Use multiple communication channels to inform the community of service availability to improve the community's knowledge of the supports available to them, therefore improving their access to services.
			9. Enable greater local sentencing options for ACT Court services in JBT.	18. Provide access to drug and alcohol services locally through a MoU with an NGO or public health services.	7. Urgently address the poor telecommunications access in JBT.
			10. Ensure that the ACT requirement for two sessions of mediation prior to the issuing of protection orders can be dealt with by phone into the ACT or locally by a person authorised and trained to conduct the mediation conferences.		
		11. Explore options with the ACT to make greater use of diversionary conferences and restorative justice programs for youth offenders in JBT.			
	12. Create a youth centre/ homework centre in JBT.				
13. Develop in collaboration with Vincentia High School services to support JBT students through key educational transition stages: primary to high school and high school to tertiary/employment.					
		14. Fund an early intervention component, in addition to current arrangements for ACT Care and Protection services, to support families at risk with a focus on preventing children from entering the child welfare statutory system.			
		15. Support indigenous families from Wreck Bay involved with the child protection system to access the family group conferencing program.			
			16. Provide training for frontline staff on recognising and responding to domestic and family violence, including teachers, health workers and JBTA staff.		
			17. Ensure that that residents in Wreck Bay can successfully age in place.		
	19. Engage with NSW Policing to enable access to Police & Citizens Youth Club (PCYC) programs for JBT youth.				

Please note: the colours in the table are for ease of reading only.

## ATTACHMENTS

- [A] Preferred experience map for the Aboriginal and Torres Strait Islander Community (2015)
- [B] Stakeholder interview list
- [C] JBT Service Delivery- Current Arrangements -Handout for co-design workshops
- [D] JBT Services Map- Access points and providers -Handout for co-design workshops
- [E] Nowra Hub Model document

DRAFT

## **Attachment D**

Stakeholder engagement list

### JACS

1) Courts and Tribunal- Philip Kellow

Amanda Nutall

Chief Magistrate Walker

2) Restorative Justice and Galambany Circle Court staff

Amanda Lutz

Michelle Abel

Sch 2 s2(a)(ii)

Trevor Higgs

Steven Kennedy and others

3) ACT Corrective Services

Ximena Nikias

Victor Martin and others

4) John Boersig- CEO Legal Aid ACT

### CSD

1) Children, Youth and Family Services

Child Protection and Youth Justice

Mark Collis (ED)

Jodie Robertson (Director)

Helen Pappas (Director)

Darren Winn (Team leader CP-JBT)

2) Family and Community Services

Melanie Saballa (Director)

Jacinta Evans (Community Participation)

Shona Chapman (Growing Healthy Families)

Lee-Anne Daley- Indigenous Child and Family worker

Nicole Moore

3) Child Development Service

Elise Jourdan - Manager

4) OATSIA

Robyn Forrester - Director

5) Coordinator-General Family and Domestic Violence

Jo Wood

AFP

Sch 2 s2(a)(ii)

Wreck Bay Aboriginal Community Council

Sch 2 s2(a)(ii)

JBT Administration (DIRD)

Sch 2 s2(a)(ii)

NSW Premier and Cabinet

Sch 2 s2(a)(ii)

JB public school

Principal- Rachel Burke

Education Directorate

Sean Moysey

Sam Seaton - Director Student Engagement Team

Judy Hamilton - Director of School Improvement

Jacqui Vaughan - Director of NSET

Waminda Aboriginal Women's Service

Sch 2 s2(a)(ii)

NSW Education

Sch 2 s2(a)(ii)

NSW Police

Sch 2 s2(a)(ii)

NSW Health

Sch 2 s2(a)(ii)

Department of Defence- Cresswell

Sch 2 s2(a)(ii)

Gudjahgahmiamia Early Childhood Centre Wreck Bay

Sch 2 s2(a)(ii)

Community members

Sch 2 s2(a)(ii)