Independent Audit and Analysis of Government and Government Funded Services Delivered to Mornington Island

Final Report

May 2023

Acknowledgement of Country

KPMG acknowledges Aboriginal and Torres Strait Islander peoples as the First Peoples of Australia. We pay our respects to Elders past, present, and future as the Traditional Custodians of the land, water and skies of where we work.

At KPMG, our future is one where all Australians are united by a shared, honest, and complete understanding of our past, present, and future. We are committed to making this future a reality. Our story celebrates and acknowledges that the cultures, histories, rights, and voices of Aboriginal and Torres Strait Islander Peoples are heard, understood, respected, and celebrated.

Australia's First Peoples continue to hold distinctive cultural, spiritual, physical and economical relationships with their land, water and skies. We take our obligations to the land and environments in which we operate seriously.

We look forward to making our contribution towards a new future for Aboriginal and Torres Strait Islander peoples so that they can chart a strong future for themselves, their families and communities. We believe we can achieve much more together than we can apart.

*This acknowledgement of country has been developed within KPMG Indigenous Network (KIN). Should you wish to modify the wording please reach out for consultation of the KIN. The KIN is a culturally safe and supportive space for Aboriginal and Torres Strait Islander colleagues from all geographies, divisions, and levels of the firm and you can get in touch by emailing smoates@kpmg.com.au

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Inherent Limitations

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No warranty of completeness, accuracy or reliability is given in relation to the statements and representations made by Queensland Health, Queensland and Commonwealth Government agencies and Mornington Shire Council and the information and documentation provided by Queensland Health, Queensland and Commonwealth Government agencies and Mornington Shire Council.

KPMG has indicated within this document the sources of the information provided. KPMG has not sought to independently verify those sources unless otherwise noted within the document.

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Contents

	Page
Acknowledgement of Country	**2**
Disclaimers and Limitations	**3**
Abbreviations	**5**
Executive Summary	**7**
1. Background and Approach	**43**
1.1 Background and Purpose	44
1.2 Scope, Assumptions and Limitations	46
1.3 Approach	51
2. Review of Government Investment in Service Delivery	**59**
2.1 Early Childhood Development, Education and Training	60
2.2 Employment and Economic Participation	79
2.3 Seniors	91
2.4 Housing	100
2.5 Health	107
2.6 Disability	130
2.7 Recreation and Culture	141
2.8 Children, Youth and Families	158
2.9 Public Order and Safety	180
2.10 Transportation	197
2.11 Community and Environment	204
2.12 Industry Support	219
2.13 General Government Services	226
3. Review of Key Enablers for Service Delivery	**231**
3.1 Community Engagement and Decision-making	232
3.2 Service Integration	236
3.3 Infrastructure	240
3.4 Local Workforce	243
3.5 Service Delivery Models	246
3.6 Data Sharing, Monitoring and Evaluation	248
4. Recommendations	**251**
Appendix A: Blueprint for Reform	**256**

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Abbreviations

Abbreviation	Term
ABS	Australian Bureau of Statistics
AEDC	Australian Early Development Census
AIDRWA	Aboriginal and Islanders Development and Recreational Women's Association
ATODS	Alcohol, tobacco and other drugs
ATSIFLDM	Aboriginal and Torres Strait Islander Family Led Decision Making
ATSILS	Aboriginal and Torres Strait Islander Legal Service
COFOG-A	Classification of the Functions of Government – Australia
DCHDE	Department of Communities, Housing and Digital Economy
DES QLD	Department Environment and Science
DESBT	Department of Employment, Small Business and Training
DFV	Domestic and Family Violence
DoE	Department of Education
DSDILGP	Department of State Development, Infrastructure, Local Government and Planning
DSDSATSIP	Department of Seniors, Disability Services and Aboriginal and Torres Strait Islander Partnerships
ECQ	Electoral Commission of Queensland
FIFO	Fly-in fly-out
GRAC	Gulf Region Aboriginal Corporation
IUIH	Institute of Urban Indigenous Health
LGA	Local Government Area
LGAQ	Local Government Association of Queensland
NAPLAN	National Assessment Program – Literacy and Numeracy
NATSIFAC	National Aboriginal and Torres Strait Islander Flexible Aged Care
NDIA	National Disability Insurance Agency
NDIS	National Disability Insurance Scheme
NWHHS	North West Hospital and Health Service
NWRH	North West Remote Health Ltd.
QAO	Queensland Audit Office

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Abbreviations

Abbreviation	Term
QAS	Queensland Ambulance Service
QASP	Queensland Arts Showcase Program
QCS	Queensland Corrective Services
QHAPDC	Queensland Hospital Admitted Patient Data Collection
QRA	Queensland Reconstruction Authority
Queensland PCYC	Queensland Police-Citizens Youth Welfare Association
RAI	Remote Aerodrome Inspection
RFDS	Royal Flying Doctors Service of Australia
RISE	Restart Investment to Sustain and Expand
RREAP	Rural and Remote Education Access Program
STI	Sexually Transmitted Infection
VSU	Volatile Substance Use
WQPHN	Western Queensland Primary Health Network
WILSEED	Wellesley Island Land Sea Social Economic Development Pty Ltd

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Executive Summary

The Queensland Government committed to a whole-of-government initiative in partnership with the Mornington Shire Council to commission an independent audit of government and government funded services delivered to Mornington Island. The aim of the independent audit was to improve transparency of current investment and enable improvements in community outcomes.

Introduction

KPMG was engaged by the Queensland Government in September 2022 to review and analyse government investment in services delivered to Mornington Island. The project aligned with and progressed the principles of:

- the National Agreement on Closing the Gap;
- the Making Tracks Together: Queensland's Aboriginal and Torres Strait Islander Health Equity Framework;
- the Queensland Government's Local Thriving Communities reform agenda; and
- the Ministerial and Government Champions program for Mornington Island.

The scope of the project was co-designed by the Queensland Government in partnership with the Mornington Shire Council. The overarching purpose of the project was to facilitate improved outcomes across the key domains essential for a healthy, safe and thriving community on Mornington Island. The project also provided the basis to identify opportunities for partnerships between Local Decision Making Bodies, community leaders, service providers and the Commonwealth, State and Local Governments.

This Final Report contains the summary findings for the entire service system and across 13 distinct Building Blocks (refer **Figure 1** adjacent).

Figure 1: Building Blocks

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Summary of approach and method

KPMG conducted a mixed-methods approach for this project that incorporated qualitative and quantitative analysis. During the course of the project, KPMG engaged with over 300 community members on Mornington Island and received investment data from over 20 government agencies.

The following six areas of inquiry outlined in **Figure 2** guided KPMG's approach and methodology. Refer to Section 1 of the Final Report for further information about KPMG's approach and methodology.

Figure 2: Areas of enquiry

Mapping the level of Commonwealth, State and Local Government investment in services between 2017 and 2022.

Identifying potential service gaps as per the reported community need on Mornington Island.

Identifying potential duplication of services that have the same function, purpose, and target cohort.

Reviewing the level of service integration on Mornington Island to support the seamless and person-centred delivery of services.

Identifying changes in community outcomes (where data was available) to provide an indication of the effectiveness of the provision of services within each Building Block.

Identifying opportunities for service reform to enable improvements in policy and service design, delivery and evaluation.

Scope limitations

KPMG's scope of work was not inclusive of the following:

- an audit of government and government funded services that meets the requirements of Australian Auditing and Assurance Standards;
- an evaluation to comprehensively establish and measure causality between changes in community outcomes and the effectiveness of government funded services;
- a review of capital and infrastructure investment and funding methodologies that extends beyond identifying, through stakeholder engagement, the barriers and enablers of the built environment (e.g., potential shortages in social housing);
- a needs assessment of Mornington Island to identify and measure needs across each of the defined Building Blocks through detailed analysis of data and specific consultations; and
- an evaluation of the Queensland Government's progress in implementing its reform agenda on Mornington Island.

Data limitations

The following key data limitations apply to the Final Report:

- investment data for certain government agencies and programs were not provided within the required timeframe for analysis;
- outcomes data for certain Building Blocks were unavailable within the required timeframe for analysis; and
- statistical tests of significance were not undertaken to measure changes in outcome indicators.

For further information on data limitations, refer to **pages 46 to 50** of the Final Report.

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Executive Summary

Reported government investment

Between 2017 and 2022, Commonwealth, State and Local Governments reportedly invested $326 million in the provision of services to Mornington Island. As shown in **Figure 3**, annual investment increased from $37.2 million in 2017 to $67.2 million in 2022. This represented an increase of approximately 81% during the six year period.

In reference to **Figure 4 overleaf**, the five Building Blocks with the highest levels of reported investment between 2017 and 2022 included:

- **Community and Environment ($68 million)**
- **Health ($65 million)**
- **Early Childhood Development, Education and Training ($52 million)**
- **Industry Support ($44 million)**
- **Children, Youth and Families ($24 million)**

As shown in **Figure 3 and 4 overleaf**, investment across the three tiers of government varied over time and between Building Blocks. The Queensland Government provided the highest level of investment in services followed by the Commonwealth Government and the Mornington Shire Council.

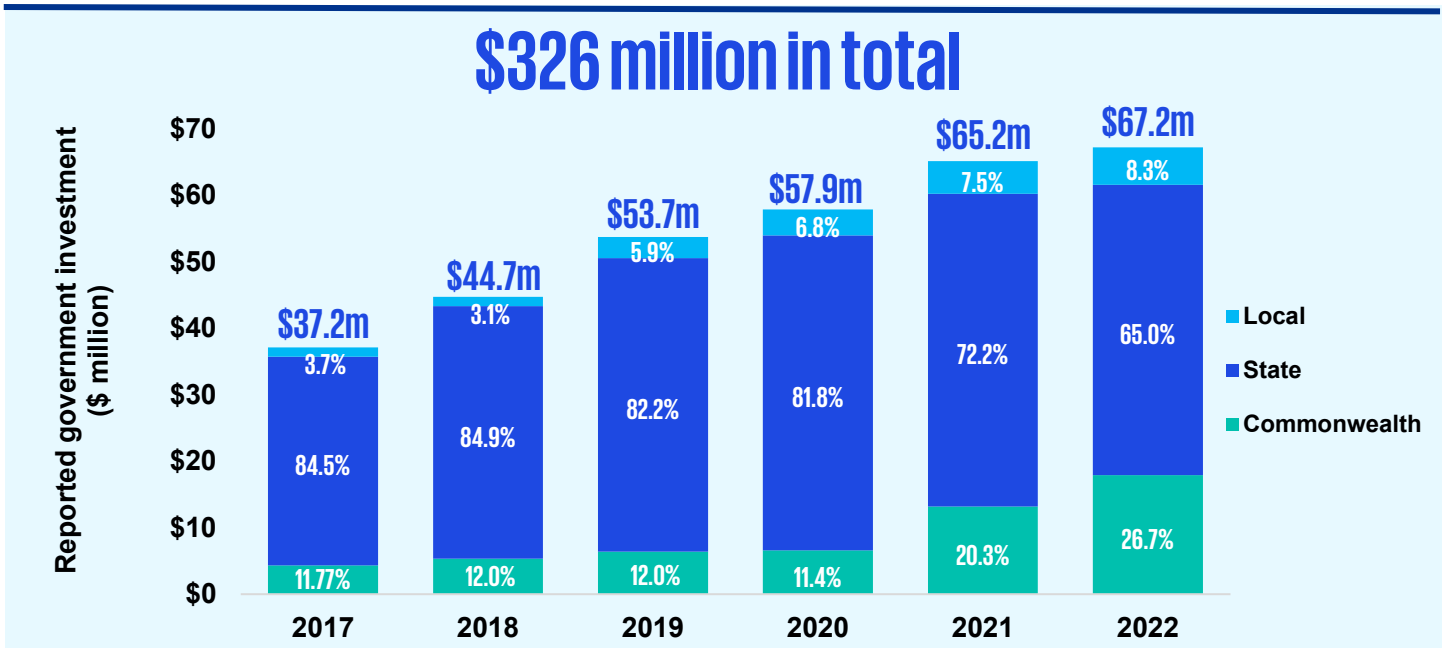
The reported percentage of total investment by government level has been outlined below for the period 2017 to 2022:

77% reported for **State Government** investment.

17% reported for **Commonwealth Government** investment.

6% reported for **Local Government** investment.

*Figure 3: Reported government investment, 2017 – 2022**



Source: KPMG (2023) based on data provided by government agencies.
*Note: Refer to Section 1.2 of this report for information on investment data limitations.

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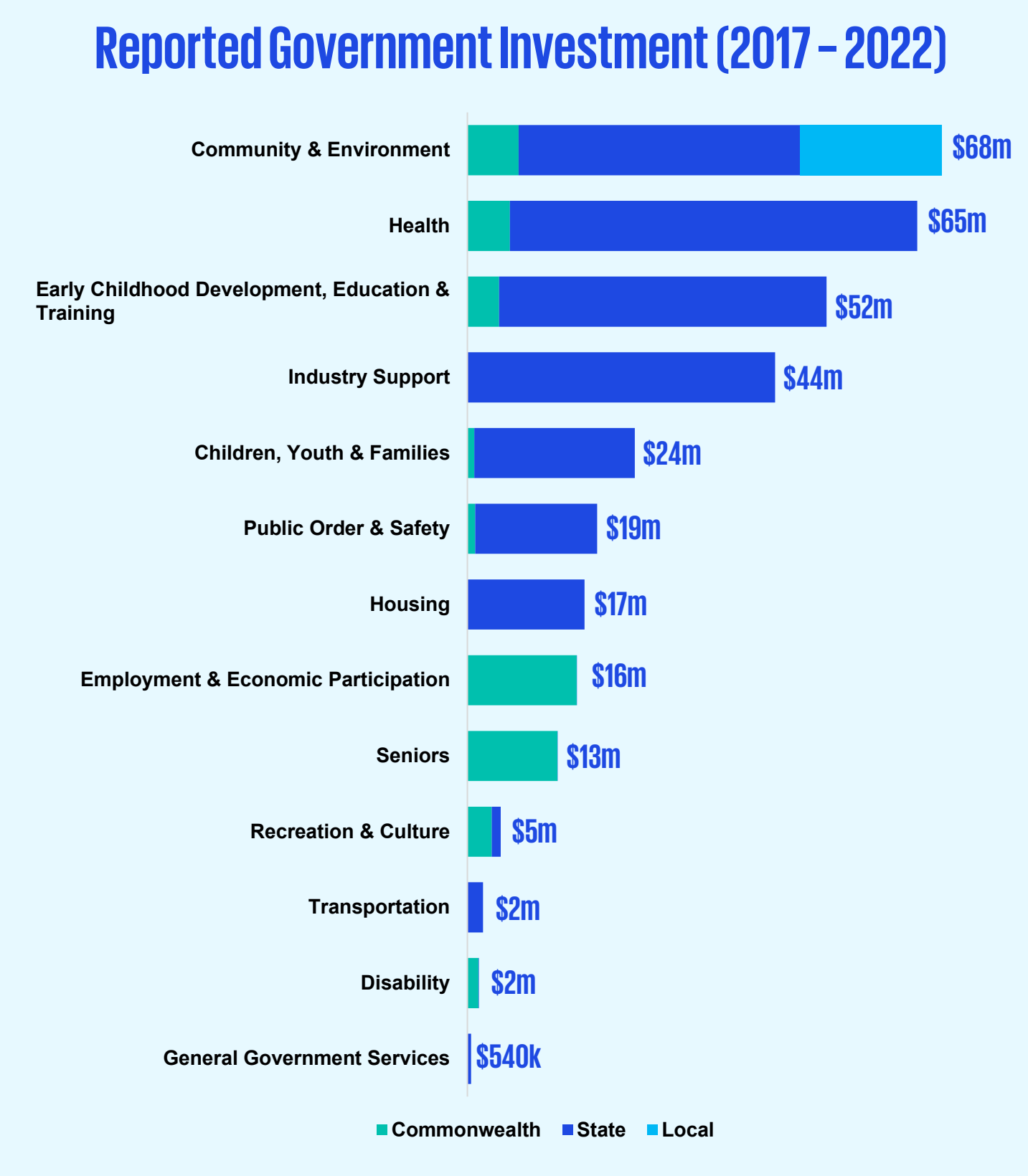
*Figure 4: Reported government investment, 2017 – 2022**



Source: KPMG (2023) based on data provided by government agencies.
*Note: Refer to Section 1.2 of this report for information on investment data limitations.

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Executive Summary

High reliance on fly-in fly-out workforces

Government investment between 2017 and 2022 was directed towards 65 different service providers. These service providers utilised a range of different models to deliver their services on Mornington Island, including:

- **17 providers that delivered services through community-based models** and had staff that were consistently based on Mornington Island;
- **21 providers that delivered services through fly-in fly-out (FIFO) models** and had staff that were intermittently based on Mornington Island;
- **15 providers that delivered services through virtual delivery models** and involved telecommunications or other virtual means to provide services to Mornington Island (i.e., no physical presence); and
- **12 providers that delivered services through mixed delivery models** and involved a combination of community-based, FIFO and/or virtual models to provide services on Mornington Island.

Overall, 17 of 65 service providers funded by government were identified as being community-based (i.e., approximately 26% of service providers). The majority of other service providers utilised FIFO workforces to some extent to deliver services to Mornington Island.

Whilst stakeholders acknowledged that FIFO delivery models had an important role in the provision of services to remote communities, there was a strong view that their high usage had impacted the quality, efficiency and responsiveness of services for Mornington Island. In particular, stakeholders highlighted the high costs of travel, accommodation and program administration that diminished the direct investment in community outcomes on Mornington Island.

Small number of service gaps

KPMG reviewed the range of different services delivered on Mornington Island between 2017 and 2022. As part of this review, KPMG observed that the appropriate range of services had been funded by government. A small number of service gaps were identified across the service continuum. These service gaps related to:

- specialist services required to meet acute needs (e.g., suicide prevention services); and
- services that required a larger population base to sustain delivery (e.g., licensing services); and
- services that required funding in infrastructure to enable delivery (e.g., tourism services).

Minor service duplications

KPMG analysed service characteristics to determine whether government had funded services that were potentially duplicative or complementary in meeting community need. In reviewing services, KPMG identified minor duplications. These service duplications primarily related to state-wide programs that funded multiple service providers.

Variable levels of service integration

KPMG's analysis indicated that service providers had varying levels of integration with each other and the community. In particular, the following observations were made by stakeholders:

- the FIFO and virtual delivery models were not conducive to integration and contributed to the fragmentation of the service delivery landscape;
- the service providers largely operated in isolation of each other and had insufficient capacity to engage with the community for their input into the design and delivery of services; and
- the incidences of service integration were largely driven by personal relationships or statutory requirements.

Stakeholders observed that joint commitments between community, service providers and government were required to re-orientate the system and enable the delivery of integrated and person-centred services.

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Minimal improvements in outcomes

Government investment in service provision for Mornington Island increased by 81% between 2017 and 2022. While there was increased expenditure, there had not been a resulting and consistent improvements across a broad range of outcome indicators, including:

- schooling and training;
- employment;
- social housing allocations;
- chronic disease;
- mental health; and
- child safety.

> "There's a lot of money coming into this community but it's not making any impact. What I want is equal opportunities and outcomes - **Community Member, Mornington Island**

While KPMG was unable to attribute and measure the statistical significance of changes in outcomes, community members reported that government funded policies and services were not holistically meeting their needs. Across all Building Blocks, community members reported the following issues that had impacted the effectiveness of services:

- policies and government funded services were frequently designed and delivered in isolation of the community and without shared decision-making;
- government funded services were largely disjointed, uncoordinated and challenging to navigate and access;
- infrastructure was of a low quality and required further investment to enable improvements in services and community outcomes;
- training, employment and economic participation opportunities were limited on Mornington Island for community members; and
- information was not shared or communicated to the community in relation to government investment and changes in outcomes.

Opportunities for Service Reform

Community members shared a strong vision for overcoming inequalities and improving life outcomes for current and future generations. They called for a renewed approach to government investment in service delivery that:

- enabled the shared decision-making with government and incorporated the cultural authority, leadership, knowledge and expertise of the community;
- facilitated the re-orientation of the service system to deliver integrated and person-centred services that met the community's holistic needs and aspirations;
- supported equitable investment decisions that was proportionate to community need and supported sustainable improvements in outcomes;
- strengthened the capacity and capability of the community to locally lead strategies, solutions and services; and
- reinforced accountability mechanisms that improved the transparency of investment decisions, service delivery and outcomes.

All three levels of government recognised their role in enabling system-wide improvements for Mornington Island. They acknowledged that a reinvigorated and coordinated whole-of-government approach was required to progress place-based reform in alignment with the objectives of the National Agreement on Closing the Gap. In turn, this would improve life outcomes and foster a healthy, safe and thriving community on Mornington Island.

> "We want to be the decision-makers for our own futures. We want more opportunity to work our way and lead our community - **Community Member, Mornington Island**

The following pages of the Executive Summary have provided an overview of the findings and opportunities for improvement within each of the Building Blocks. The key recommendations for service reform have been consolidated on **page 39.**

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Executive Summary

EARLY CHILDHOOD DEVELOPMENT, EDUCATION AND TRAINING

The Building Block for Early Childhood Development, Education and Training aims to develop the capacities and talents of children and young people to ensure that they have the necessary knowledge and skills for a productive and rewarding life.

KPMG identified the following components of the Building Block that were delivered on Mornington Island between 2017 and 2022:

- **early child education and care services** which included centre-based child care, play-based learning, and kindergarten for children;
- **school education services** which included the provision of school education from Preparatory (Prep) to Year 10 on Mornington Island;
- **vocational education and training** which included the provision of school-based training and a small number of training placements for community members to gain skills, qualifications and experience; and
- **student supports** which included a range of wrap-around supports aimed at improving school attendance, student wellbeing and connection with the community.

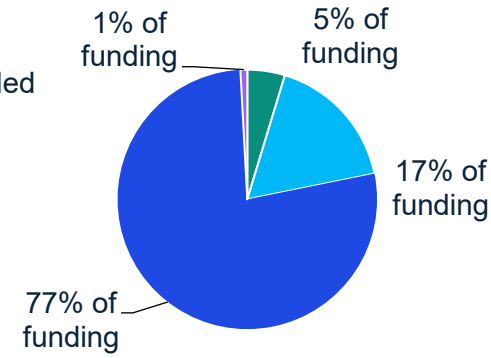
Key Findings

$52 m reported for early childhood development, education and training related services between 2017 and 2022

16% of total reported government expenditure between 2017 and 2022

Types of service providers

- Community Controlled Organisation
- Non-government Organisation
- State Government Agency
- Local Government



4 government agencies that were responsible for funding services

17 government funded programs applicable to Mornington Island

Of the providers operating on Mornington Island:

4 were community-based

1 was FIFO

3 were mixed delivery

0 were virtual

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EARLY CHILDHOOD DEVELOPMENT, EDUCATION AND TRAINING

Government agencies and service providers demonstrated a strong commitment to delivering high quality and responsive services to children, young people and their families. In particular, stakeholders reported the ongoing focus on embedding cultural practices in service delivery to improve attendance and learning outcomes of children and young people.

The common challenges to government funded services included:

- the constrained capacity of service providers to holistically meet community needs in the context of the high turnover of staff and financial constraints;
- the absence of a clear learning pathway on Mornington Island that supported the transition from early childhood to schooling and training; and
- the limited mechanisms for community and service providers to work in partnership to address the range of factors influencing attendance and learning outcomes.

The following changes to outcomes on Mornington Island were observed:

- an improvement in the proportion of children identified as developmentally vulnerable between 2009 and 2018;
- a high level of variability in the proportion of Year 3 and Year 5 students meeting or exceeding national minimum learning standards between 2017 and 2022; and
- a consistently low number of training completions between 2016 and 2022.

> "There are complex reasons for kids not attending school and services need to address the crux of the problem - **Community Member, Mornington Island**

The following opportunities for service improvement were identified through stakeholder consultation:

EARLY CHILDHOOD DEVELOPMENT

- Ensuring that all children of eligible age are enrolled in early childhood care and education services.
- Enhancing and sustaining the capacity of early childhood service providers to deliver services to more children and families.
- Identifying and connecting children with development needs earlier to specialist services.
- Sustaining the focus on delivering early childhood services that embed traditional practices and culture.

SCHOOLING

- Supporting community members and students to co-design and co-implement attendance strategies that meet their unique needs and aspirations.
- Establishing cross sector initiatives to holistically address both in- and out-of-school factors impacting school attendance.
- Enhancing the recruitment, retention and development of teachers and other school staff.
- Continuing to embed culturally responsive practices within the curriculum.

VOCATIONAL EDUCATION AND TRAINING

- Co-designing a seamless model of learning and development in genuine partnership with community, education and training providers, and employers.
- Submitting a business case with the Department of Employment, Small Business and Training's Regional Office to appropriately consider and approve individual secondary school students to participate in school-based apprenticeships or traineeships before they reach Year 10.
- Developing a strategy for a Registered Training Organisation(s) to have a presence for the delivery of training on Mornington Island.
- Conducting a needs-based review of the tailored supports that community members require to enable their completion of traineeships and apprenticeships.

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EMPLOYMENT AND ECONOMIC PARTICIPATION

The Employment and Economic Participation Building Block aims to improve the skills and employability of job seekers.

KPMG identified the following components of the Building Block that were delivered on Mornington Island between 2017 and 2022:

- **labour and employment services** which included services for supporting community members to enter the labour market and attain sustainable employment; and
- **social security and welfare supports** which included a range of payments to community members experiencing vulnerability and disadvantage.

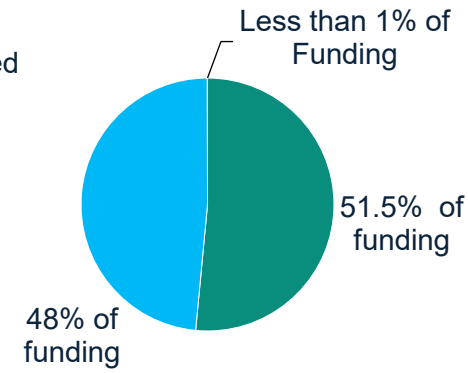
Key Findings

$16 m reported for employment and economic participation related services between 2017 and 2022

5% of total reported government expenditure between 2017 and 2022

Types of service providers

- Community Controlled Organisation
- Non-government Organisation
- State Government Agency



4 government agencies that were responsible for funding services

6 government funded programs applicable to Mornington Island

Of the providers operating on Mornington Island:

3 were community-based

1 was FIFO

2 were mixed delivery

2 were virtual

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EMPLOYMENT AND ECONOMIC PARTICIPATION

Government agencies and service providers aimed to deliver employment services that catered to different needs of job seekers and aligned with their interests and varying levels of job readiness. Service providers also sought to establish partnerships to facilitate the identification of skilling and employment opportunities.

The common challenges to government funded services included:

- the difficulties in delivering consistent services in the context of ever-changing program requirements (e.g., income support mutual obligations during the pandemic);
- the broad range of socio-economic barriers which influenced the capacity of community members to participate in the workforce (e.g., physical health impairments);
- the regulatory barriers to employment that disproportionately affected First Nations peoples (e.g., Blue Card requirements, identification, place of residence); and
- the limited number and range of training and employment opportunities available on Mornington Island.

The employment outcomes on Mornington Island were observed to decline over time. In particular, the proportion of persons employed in the labour force declined from 38.2% in 2011 to 27.4% in 2021. The industries with the largest reductions in employment included healthcare and social assistance, accommodation and food services, and construction.

> "It's hard getting a job here after school. There aren't many opportunities for us - **Community Member, Mornington Island**

The following opportunities for service improvement were identified through stakeholder consultation:

EMPLOYMENT AND ECONOMIC PARTICIPATION

- The Commonwealth and Queensland Governments working in genuine partnership with the Mornington Shire Council and community to identify and invest in opportunities for economic development and job creation.
- The provision of financial supports or wage subsidies to employers to hire community members seeking to enter the labour force.
- A dedicated person within the community to assist with Blue Card applications and other employment requirements (e.g., identification, background and screening checks) in collaboration with the Mornington Shire Council and the local Community Justice Group.
- A cross agency and community-led initiative to investigate and address the broader barriers to community members participating in the workforce.

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Seniors

The Seniors Building Block aims to provide high quality, safe and culturally appropriate services to older people.

KPMG identified the following components of the Building Block that were delivered on Mornington Island between 2017 and 2022:

- **in-home and out-of-home care services** which included the provision of flexible residential aged care, domestic assistance, personal care, social supports and transportation; and
- **supports for older people** which comprised of telephone services to support older people to access information and advice.

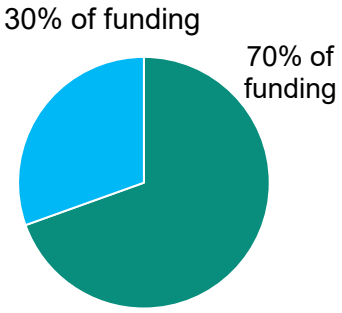
Key Findings

$13 m reported for aged care and supports for older people between 2017 and 2022

4% of total reported government expenditure between 2017 and 2022

Types of service providers

- Community Controlled Organisation
- Non-government Organisation



2 government agencies that were responsible for funding services

7 government funded programs applicable to Mornington Island

Of the providers operating on Mornington Island:

1 was community-based

0 were FIFO

1 was mixed delivery

1 was virtual

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Executive Summary

Seniors

Government agencies and service providers focused on delivering in-home and out-of-home aged care on Mornington Island. As of June 2023, the current residential aged care provider will cease operation on Mornington Island.

The common challenges to government funded services included:

- the higher operating costs and smaller service size impacted the financial viability and sustainability of aged care services operating on Mornington Island;
- the workforce shortages across the aged care sector restricted the supply of aged care services, with difficulties in attracting and retaining suitably qualified workforce on Mornington Island;
- the COVID-19 pandemic disrupted the provision of aged care services and social activities; and
- the absence of strong advocacy support in the community for vulnerable older people to access information, advice and support.

In terms of outcomes, the number of potentially eligible community members for residential aged care had increased over time. Within this context, consultations indicated that there may be unmet need for high quality, responsive and culturally safe residential aged care places on Mornington Island.

> “Elders want to see their own people. They want to sit and yarn with the community. It puts a smile on their face - **Community Member, Mornington Island**

The following opportunities for service improvement were identified through stakeholder consultation:

AGED CARE AND SUPPORTS FOR OLDER PEOPLE

- Co-designing and establishing regular community and social activities for older people on Mornington Island.
- Supporting older people to travel, stay and connect with their culture on the Traditional Homelands together with their families.
- Increasing the availability of advocacy support on Mornington Island to assist older people navigate the service system and access services to meet their needs.
- Supporting the financial viability of the new residential aged care provider to deliver high quality, responsive, and culturally safe services on Mornington Island.

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Executive Summary

HOUSING

The Building Block for Housing aims to ensure that all community members have access to affordable, safe and appropriate housing. The provision of suitable housing is a vital determinant of wellbeing that is associated with better outcomes in health, education and employment, as well as economic and social participation.

KPMG identified the following social housing services that were delivered to over 200 households on Mornington Island between 2017 and 2022:

- **tenancy management services** which included the intake, assessment and ongoing management of social housing tenants;
- **property maintenance services** which included the provision of planned and emergency maintenance of social housing; and
- **asset planning services** which included the planning of social housing upgrades, developments and new builds to meet the needs of the community.

Key Findings

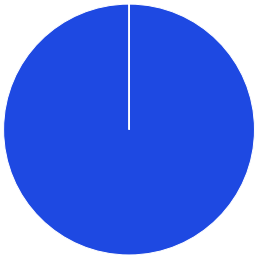
$17 m reported for housing related services between 2017 and 2022

5% of total reported government expenditure between 2017 and 2022

Types of service providers

- State Government Agency

100% of funding



1 government agency that was responsible for funding services

1 government funded program applicable to Mornington Island

Of the providers operating on Mornington Island:

0 were community-based

1 was FIFO

0 were mixed delivery

0 were virtual

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Executive Summary

HOUSING

Social housing services were delivered to 229 dwellings in 2022. These services were focused on application intake and assessment, tenancy management and referring social housing tenants to any other services required to support a housing outcome. Maintenance and asset planning activities were also conducted for the social housing stock.

The common challenges to government funded services included:

- the lengthy and complex process to plan and source government investment for the development of new social housing dwellings;
- the potentially inconsistent process to allocate social housing with the view by some community members that the criteria for priority allocation had been unfairly applied;
- the reallocation of social housing dwellings had been slow to respond to vacancies; and
- the provision of maintenance services had been inadequate in the context of high rates of overcrowding.

The following changes to outcomes on Mornington Island were observed between 2017 and 2022**:**

- an increase in the number of social housing dwelling from 219 to 229 dwellings; and
- an increase in average wait time for the allocation of social housing from 12 to 42 months for very high needs applicants.

> "The reality is that there could be up to 23 people in one house … and some people are on a 4 to 5 year waitlist for a house - **Community Member, Mornington Island**

The following opportunities for service improvement were identified through stakeholder consultation:

HOUSING

- Securing funding from government to ensure appropriate levels of community residential housing are constructed to overcome overcrowding.
- Improving the management of the social housing register and consistently allocating housing on a standard and equitable criteria.
- Optimising the use of existing housing stock by efficiently allocating vacant dwellings to housing applicants.
- Conducting a comprehensive needs assessment to determine the extent to which dedicated homelessness and crisis housing services are required on Mornington Island.

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HEALTH

The Health Building Block aims to provide safe and quality care to improve the overall health and wellbeing of the community. For First Nations peoples, health is holistic and incorporates physical, social, emotional, cultural and spiritual wellbeing, for both the individual and community.

KPMG identified the following components of the Building Block that were delivered on Mornington Island between 2017 and 2022:

- **health promotion and protection activities** which included health protection and prevention activities to enable better health outcomes in the community;
- **primary and allied health services** which were comprised of multidisciplinary teams of health professionals to promote health, prevent illness and to support people to manage their health issues in the community;
- **hospital services** which were delivered through a Level 2 hospital under the Rural and Remote Clinical Services Capability Framework;
- **mental health services** which were comprised of community-based and hospital-based care; and
- **ambulance and patient transport services** which included ambulance and aeromedical retrieval services to respond to emergency patient care and provide patient transport.

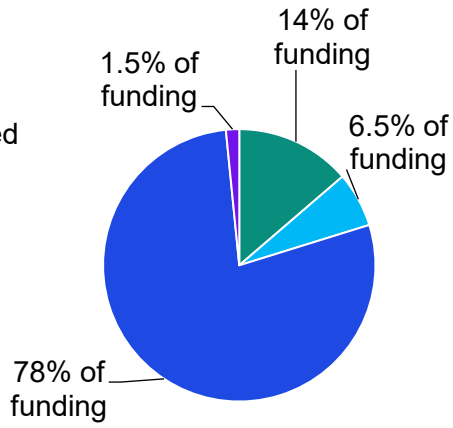
Key Findings

$65 m reported for health related services between 2017 and 2022

20% of total reported government expenditure between 2017 and 2022

Types of service providers

- Community controlled organisation
- Non-government organisation
- State Government agency
- Local Government



5 government agencies that were responsible for funding services

33 government funded programs applicable to Mornington Island

Of the providers operating on Mornington Island:

5 were community-based

4 were FIFO

4 were mixed delivery

2 were virtual

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Executive Summary

HEALTH

Government agencies and service providers delivered a wide range initiatives, supports and services to improve the overall health and wellbeing of the community on Mornington Island.

The common challenges to government funded services included:

- the limited opportunities for the community to contribute to the design and delivery of sustainable health promotion initiatives and services;
- the high turnover of staff and reliance on FIFO delivery models contributed to the disjointed delivery of care; and
- the unclear responsibilities and limited integration of care across the non-acute and acute settings compromised the ability of service providers to deliver patient-centred and seamless services.

The following changes to outcomes on Mornington Island were observed**:**

- a decline in the proportion of babies born at a healthy birth weight between 2012 and 2021;
- an improvement in the rate of potentially preventable episodes of care for young people between 2017 and 2022;
- an increase in the number of patients diagnosed with two or more chronic health conditions between 2018 and 2021;
- an increase in the rate of self-harm admissions between 2015 and 2022;
- a reduction in alcohol-related episodes of care between 2020 and 2022.

> "Our health outcomes are some of the worst in the world -
> **Community Member, Mornington Island**

The following opportunities for service improvement were identified through stakeholder consultation:

WHOLE OF HEALTH SYSTEM

- Building the capacity of community-led and community controlled health services to provide and broker comprehensive health services.
- Supporting genuine and regular engagement with the Mornington Island community to ensure the community's participation in the planning and evaluation of health services.
- Conducting a comprehensive needs assessment to identify the outreach or FIFO services that may achieve improved outcomes if they were delivered through community-based models.
- Building a strong and supported First Nations health workforce across a range of different disciplines.
- Clarifying roles and responsibilities with the aim of enhancing the delivery of coordinated and integrated care across different settings.

HEALTH PROMOTION & PRIMARY HEALTHCARE

- Co-designing health promotion and literacy activities to equip community members with the skills and knowledge to manage their own health.
- Improving processes to book appointments for patients and provide proactive follow-up care.

HOSPITAL & EMERGENCY CARE

- Improving communications about the role of the Mornington Island Hospital as an acute facility.
- Ensuring robust referral pathways are established and managed to enable continuity of care.

MENTAL HEALTH

- Conducting a community wide and cross agency review of mental health services on Mornington Island to identify current capacity constraints, key issues, and gaps across the care continuum.
- Considering the actions under *Better Care Together* to support mental health service planning and delivery.

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DISABILITY

The Disability Building Block aims to support people with a disability and their carers to have an enhanced quality of life, enjoy choice and wellbeing, and achieve independence and full inclusion in the community.

KPMG identified the following components of the Building Block that were delivered on Mornington Island between 2017 and 2022:

- **core supports** which focused on enabling community members to complete daily living activities, participate in social activities, and access mainstream services; and
- **advocacy services** which comprised of a range of telephone services to support people with disability to access information, advice and advocacy.

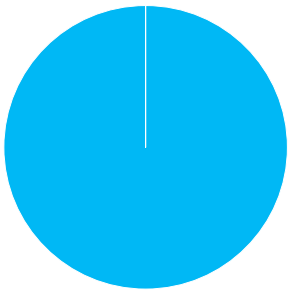
Key Findings

$2 m reported for disability related services between 2017 and 2022

<1% of total reported government expenditure between 2017 and 2022.

Types of service providers

- Non-government Organisation



100% of funding*

3 government agencies that were responsible for funding services

4 government funded programs applicable to Mornington Island

Of the providers operating on Mornington Island:

1 was community-based

0 were FIFO

1 was mixed delivery

2 were virtual

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Executive Summary

DISABILITY

Service providers coordinated and delivered a range core disability supports to community members on Mornington Island. These supports were focused on building the capacity of community members and enabling them to participate in social activities.

The common challenges to government funded services included:

- the requirement for a Blue Card and Disability Worker Screening presented a barrier to growing the local disability workforce;
- the viability and financial sustainability of service provision had been impacted by high turnover of staff;
- the limited availability of supports to increase the capacity of carers had increased workforce demands for service providers of disability care; and
- the delivery of specialist supports (e.g., therapeutic services) were inclusive of travel from mainland Queensland and consumed a large proportion of funding for participants.

Notwithstanding these challenges, community members reported that the disability services had delivered positive outcomes on Mornington Island. In particular, the disability services were reportedly high quality, responsive, culturally safe and alleviated the caring burden on parents and family members.

> "The disability services have helped our friends and family members participate in the community - **Community Member, Mornington Island**

The following opportunities for service improvement were identified through stakeholder consultation:

DISABILITY

- Delivering targeted strategies to support eligible community members to apply to the National Disability Insurance Scheme and access support.
- Reviewing and addressing the potential supply gaps in specialist supports available in the community, including through alternative commissioning of supports and improved coordination between disability, aged care and mainstream providers.
- Supporting the sustainability and capacity of service providers to continue to deliver high quality, responsive and culturally safe disability services.

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RECREATION AND CULTURE

The Recreation and Culture Building Block aims to engage people in sport, artistic and cultural activities. In particular, First Nations peoples' strong connection to family, land, language and culture forms the foundation for individual and community wellbeing.

KPMG identified the following components of the Building Block that were delivered on Mornington Island between 2017 and 2022:

- **recreational services** which comprised of a range of sporting activities, including basketball, boxing, rugby league, volleyball and tee ball; and
- **cultural services** which comprised of services supporting the preservation and strengthening of traditional languages, arts and practices in the community.

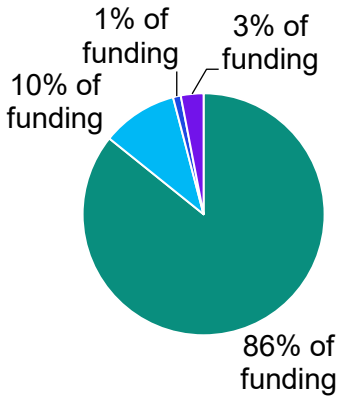
Key Findings

$5 m reported for recreation and culture related services between 2017 and 2022

1.5% of total reported government expenditure between 2017 and 2022

Types of service providers

- Community controlled organisation
- Non-government organisation
- State Government agency
- Local Government



7 government agencies that were responsible for funding services

27 government funded programs applicable to Mornington Island

Of the providers operating on Mornington Island:

6 were community-based

4 were FIFO

1 was mixed delivery

2 were virtual

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Executive Summary

RECREATION AND CULTURE

Government agencies and service providers offered a range of initiatives to engage community members in recreation activities to improve their health, wellbeing and social connectedness. Cultural initiatives were also delivered to strengthen the community's connection to traditional languages, arts and practices.

The common challenges to government funded services included:

- the limited availability of suitable public infrastructure within the township for recreation activities and on the Traditional Homelands for cultural initiatives;
- the grants-based funding approach was not conducive to the sustainable and consistent delivery of recreation and cultural activities on a long-term basis; and
- the small pool of available volunteers to support the consistent delivery of recreation and cultural events.

Notwithstanding these challenges, community members reported that the recreation and cultural services were integral to enabling a healthy and culturally thriving community on Mornington Island. In particular, community members valued:

- the after-school recreation programs that promoted physical activity and social activities; and
- the cultural programs that were delivered on the Traditional Homelands and involved children, young people, families and Elders.

> "Culture is disappearing on Mornington Island … we need to teach our young people more about their culture and land - **Community Member, Mornington Island**

The following opportunities for service improvement were identified through stakeholder consultation:

RECREATION AND CULTURE

- Securing funding to develop adequate recreational and cultural facilities that meet the needs of the community.
- Reviewing government policy and grant-based funding mechanisms for recreational and cultural programs in remote areas such as Mornington Island to ensure stability of service provision.

RECREATION-SPECIFIC

- Increasing the regularity of team-based sporting events that contribute to the building of community pride and cohesion.
- Reviewing the need for recreation activities to be delivered on weekends for children and young people to connect and socialise.

CULTURE-SPECIFIC

- Supporting the sustainable delivery of cultural activities and initiatives on the Traditional Homelands.
- Prioritising and building the capacity of cultural leadership and authority on Mornington Island.
- Implementing community-led approaches to measuring, monitoring and reporting on the strength of cultural identity on Mornington Island.

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Executive Summary

CHILDREN, YOUTH AND FAMILIES

The Children, Youth and Families Building Block sustains and nurtures the functioning of children, young people and families to maximise their potential and to enhance community wellbeing.

KPMG identified the following components of the Building Block that were delivered on Mornington Island between 2017 and 2022:

- **child, family and parenting support services** which enhanced parenting practices and strengthened the involvement of parents and family members in the development of their children;
- **child safety services** which aimed to ensure children's safety and wellbeing and to prevent children from being harmed;
- **youth engagement and support services** which focused on better supporting young people to develop positive behaviours and successfully transition to adulthood; and
- **domestic and family violence services** which focused on keeping people safe from harm and rehabilitating perpetrators to minimise re-offending.

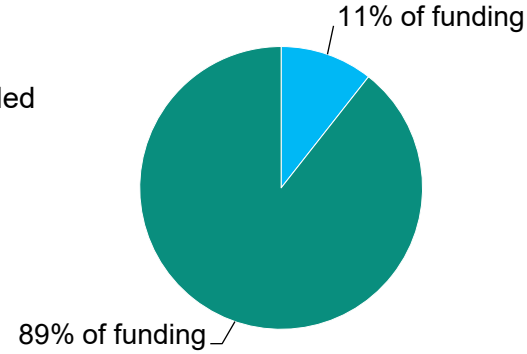
Key Findings

$24 m reported for children, youth and families related services between 2017 and 2022

7% of total reported government expenditure between 2017 and 2022

Types of service providers

- Community controlled organisation
- Non-government organisation



5 government agencies that were responsible for funding services

22 government funded programs applicable to Mornington Island

Of the providers operating on Mornington Island:

3 were community-based

2 were FIFO

2 were mixed delivery

3 were virtual

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CHILDREN, YOUTH AND FAMILIES

Government agencies and service providers offered a range of services aimed at supporting children and young people reach their full potential on Mornington Island. Services were also targeted at preventing and responding to the perpetration of domestic and family violence.

The common challenges to government funded services included:

- the combination of different service delivery models limited the coordination and responsiveness of services;
- the shortage of a suitably qualified and trusted workforce to deliver services to holistically meet the needs of vulnerable community members; and
- the limited capacity of service providers to deliver targeted interventions to prevent the escalation of harm or violence.

The following changes to outcomes for children, young people and families on Mornington Island were observed:

- an increase in the rate of substantiated notifications of child harm between 2011 and 2022;
- a decline in young people engaging in full-time or part-time study and employment between 2011 and 2021; and
- an increase in the rate of domestic and family violence order breaches between 2017 and 2022.

> "Intergenerational trauma is huge and sometimes bigger than immediate needs of children and families – **Service Provider, Mornington Island**

The following opportunities for service improvement were identified through stakeholder consultation:

CHILDREN, YOUTH AND FAMILIES

- Strengthening the capacity of community-led organisations to have an increased role in the design, delivery and monitoring of child, youth and family services.
- Targeting supports to promote healing, family functioning and to address specific risk factors, including trauma, substance misuse, mental health issues and socio-economic disadvantage.
- Conducting a comprehensive needs assessment to identify the outreach or FIFO services that may achieve improved outcomes if they were delivered through community-based models.

CHILDREN-SPECIFIC

- Reviewing, re-designing and implementing procedures in partnership with community to embed traditional child-rearing practices in parenting programs.
- Ensuring the consistent, responsive and culturally safe delivery of contracted universal, secondary and tertiary services for child safety.

YOUTH-SPECIFIC

- Creating safe spaces for young people to socialise as well as access information, supports and advice.
- Supporting the sustainable delivery of youth supports and activities on the Traditional Homelands.

FAMILY-SPECIFIC

- Developing a community-led and cross agency action plan to prevent, intervene and respond to domestic and family violence.
- Increasing the capacity of services to intervene early to stop violence from escalating and protecting community members from immediate and long-term harm.

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Executive Summary

PUBLIC ORDER AND SAFETY

The Public Order and Safety Building Block contributes to a safe and secure community and promotes a law abiding way of life.

KPMG identified the following components of the Building Block that were delivered on Mornington Island between 2017 and 2022:

- **police, fire and emergency services** which was comprised of the Queensland Police Service, Queensland Fire and Emergency Services and Volunteer Marine Rescue;
- **community justice and court services** which included restorative justice, community mediation and Circuit Magistrate Court services;
- **youth justice services** which included the supervision of young people on community orders and the provision of wrap-around supports; and
- **adult justice services** which included the supervision of community corrections orders and the provision of services to offenders.

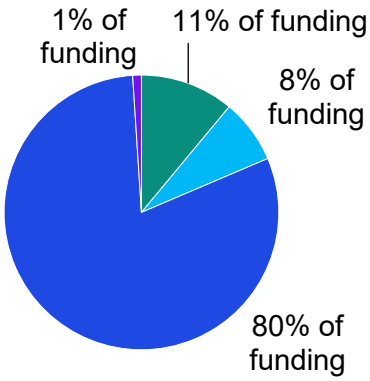
Key Findings

$19 m reported for police order and safety related services between 2017 and 2022

6% of total reported government expenditure between 2017 and 2022

Types of service providers

- Community Controlled Organisation
- Non-government Organisation
- State Government Agency
- Local Government



7 government agencies that were responsible for funding services

15 government funded programs applicable to Mornington Island

Of the providers operating on Mornington Island:

6 were community-based

2 were FIFO

2 were mixed delivery

0 were virtual

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PUBLIC ORDER AND SAFETY

Government agencies and service providers delivered a range of emergency response and justice services to ensure community safety and administer public order. Community-led services outside of the traditional justice system were also delivered to enable mediation between community members on Mornington Island.

The common challenges to government funded services included:

- the constrained funding and resourcing models which impacted response times of emergency services;
- the shortage of a suitably experienced workforce to manage the large and complex caseloads;
- the limited range of rehabilitation supports available in the community for young and adults offenders.

The following changes to outcomes for children, young people and families on Mornington Island were observed**:**

- an increase in the rate of offences against the person between 2017 and 2022;
- a level of variability in alcohol management offences between 2018 and 20212 and
- a high proportion of prisoners from Mornington Island with previous convictions.

> “There needs to be flexibility in accommodating cultural nuances, and not taking the hard line that's taken in the metropolitan areas – **Community Member, Mornington Island**

The following opportunities for service improvement were identified through stakeholder consultation:

PUBLIC ORDER AND SAFETY

- Reviewing the workforce and service delivery model of the Queensland Police Service on Mornington Island to identify opportunities to extend patrol hours.
- Enhancing the capacity of the Community Justice Group to deliver responsive and timely mediation services.
- Targeting supports to better address the underlying risk factors to offending, including trauma, substance misuse, mental health issues, and socio-economic disadvantage.
- Enhancing the capacity of service providers to deliver supports to young offenders on Country to strengthen connections to culture.
- Expanding the delivery of responsive and culturally safe re-entry and rehabilitation services for adults who have been released from prison.
- Strengthening the capacity of community-led organisations to have an increased role in the design, delivery and monitoring of public order and safety services.

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TRANSPORTATION

The Transportation Building Block aims to ensure that all community members have access to an affordable and integrated transport network. The provision of transport is a key enabler for access to healthcare, goods and services. Transportation services also support First Nation peoples to travel for family and cultural commitments.

KPMG identified the following transportation services that received government funding between 2017 and 2022:

- **air transport services** which included Rex Airlines as the largest provider of passenger air transport services to Mornington Island;
- **bus transport services** which included a range of service providers that offered shuttle bus services for their clients; and
- **water transport services** which comprised of freight services provided by Carpentaria Freight.

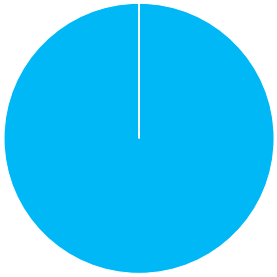
Key Findings

$2 m reported for transport related services between 2017 and 2022

<1% of total reported government expenditure between 2017 and 2022

Types of service providers

- Non-government Organisation



100% of funding

2 government agencies that were responsible for funding services

3 government funded programs applicable to Mornington Island

Of the providers operating on Mornington Island:

0 were community-based

2 were FIFO

0 were mixed delivery

0 were virtual

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TRANSPORTATION

Government agencies subsidised the cost of the following modes of transport:

- passenger flights with Rex Airlines through the Local Fare Scheme; and
- water freight services with Carpentaria Freight.

In addition, a range of service providers also provided transportation services to support community members to access supports and participate in community activities.

The common challenges to government funded services included:

- the high price of airfares for community members even after the price was discounted under the Local Fare Scheme;
- the limited number of seats available for community members due to the large number of service providers regularly booking flights; and
- the high cost of water freight services and the consequent impact of increasing the price of groceries and other goods.

In light of these challenges, stakeholders reported that the transport services remained unaffordable and inaccessible to a large cohort of the community.

> “Flights are too expensive and it’s very hard to book seats. The Local Fare Scheme is not easy for locals to understand and access – **Community Member, Mornington Island**

The following opportunities for service improvement were identified through stakeholder consultation:

TRANSPORTATION

- Reviewing the Local Fare Scheme to determine the extent to which its eligibility requirements and subsidy are optimal for Mornington Island.
- Reviewing community access services on Mornington Island to determine if they are meeting the complete needs of the community, including for travel to the Traditional Homelands.
- Reviewing the cost of living implications on Mornington Island in relation to high freight costs.

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Executive Summary

COMMUNITY AND ENVIRONMENT

The Community and Environment Building Block aims to provide services to promote community functioning, cohesion and pride. The services also focus on the preservation and improvement of the natural environment.

KPMG identified the following community and environment services that received government funding between 2017 and 2022:

- **local community services** which were primarily delivered by the Mornington Shire Council to strengthen the economic and social wellbeing of the community; and
- **environment and energy services** which were delivered by a range of service providers to sustainably protect the environment and support access to affordable electricity.

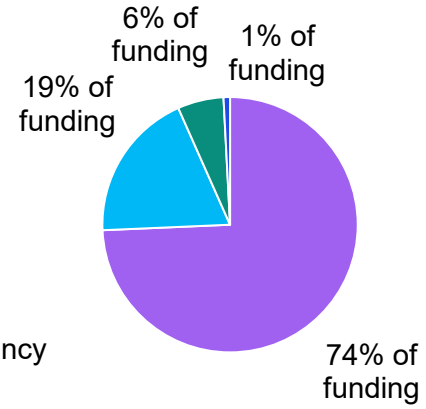
Key Findings

$68 m reported for community and environment related services between 2017 and 2022

21% of total reported government expenditure between 2017 and 2022

Types of service providers

- Local Government
- Non-government organisation
- Community controlled organisation
- State Government agency



10 government agencies that were responsible for funding services

27 government funded programs applicable to Mornington Island

Of the providers operating on Mornington Island:

3 were community-based

3 were FIFO

4 were mixed delivery

0 were virtual

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Executive Summary

COMMUNITY AND ENVIRONMENT

The Mornington Shire Council was the primary provider of services targeted at fostering a vibrant, liveable and sustainable community and environment. In particular, the Mornington Shire Council was responsible for delivering essential services, facilitating community engagement activities and working with the Commonwealth and Queensland Governments to design and deliver services.

The common challenges to government funded services included:

- the fiscal constraints experienced by the Mornington Shire Council limited its ability to sustainably deliver services;
- the limited availability of quality infrastructure impeded the delivery of community services;
- the constrained capacity and capability of the local workforce disrupted the delivery of services; and
- the absence of formal engagement and decision-making mechanisms limited the ability of the Mornington Shire Council to work in genuine partnership with government.

The following changes to outcomes on Mornington Island were observed between 2017 and 2022**:**

- a decline in the Council's ability to raise its own revenue (i.e., revenue ratio); and
- a decline in the Council's ability to sustainably deliver services (i.e., operating efficiency ratio).

> "The current State and Australian government grants policy do not serve the interest of Remote and Very Remote Indigenous local governments – **Community member, Mornington Island**

The following opportunities for service improvement were identified through stakeholder consultation:

COMMUNITY AND ENVIRONMENT

- Reviewing the methodologies for grant-based funding to ensure the equitable treatment of Local Councils which have disproportionately lower outcomes.
- Strengthening the capacity of the Mornington Shire Council to have an increased role in the design, delivery and monitoring of government funded policies and services that impact the community.

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INDUSTRY SUPPORT

The Industry Support Building Block aims to increase economic activity and grow the capability of businesses to deliver goods and services.

KPMG identified the following industry services that received government funding between 2017 and 2022:

- **building maintenance services** which included QBuild as the largest provider of government funded maintenance services;
- **distributive trades, storage and warehousing services** which included Gununamanda Limited as the largest provider of government funded retail services on Mornington Island; and
- **other industries services** which included Regional Development Australia (Townsville and North West Queensland) as a provider of general supports to industries on Mornington Island.

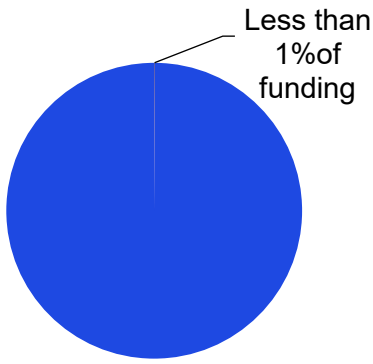
Key Findings

$44 m reported for industry related services between 2017 and 2022

14% of total reported government expenditure between 2017 and 2022

Types of service providers

- Community Controlled Organisation
- State Government Agency
- Commonwealth Government Agency



3 government agencies that were responsible for funding services

5 government funded programs applicable to Mornington Island

Of the providers operating on Mornington Island:

1 were community-based

2 were FIFO

0 were mixed delivery

0 were virtual

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INDUSTRY SUPPORTS

A small number of service providers received funding for supporting local industries on Mornington Island. These services were focused on supporting the construction, building maintenance and retail trade industries as well as providing broader assistance across all industries.

The common challenges to industry supports included:

- the industry supports were not coordinated and targeted at growth opportunities (e.g., potentially tourism);
- the investment in FIFO services provided limited benefit to the community in terms of sustained economic activity and job creation; and
- the persistent high prices experienced in the community for purchasing goods and services.

In terms of outcomes, the businesses on Mornington Island showed some growth in the past two years in relation to:

- the higher count of businesses; and
- the potentially higher volume of financial turnover.

This indicated that the local economy was capable of increasing economic activity, albeit potentially required targeted and sustained investment.

> "The Island offers scenic, natural landscapes that are sought after by many tourists.–
> **Mornington Island Master Plan 2020**

The following opportunities for service improvement were identified through stakeholder consultation:

INDUSTRY SUPPORTS

- Developing an economic development plan in partnership with community members, businesses and government to identify the priority industries for growth.
- Enhancing the public infrastructure on Mornington Island to enhance economic development opportunities.

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GENERAL GOVERNMENT SERVICES

The General Government Services Building Block is focused on enabling the provision of general services that are essential for the functioning of society. These services provide the foundation for communities to engage with government and thrive culturally, socially and economically.

KPMG identified the following services that received government funding between 2017 and 2022:

- **electoral support services** which included the Electoral Commission of Queensland temporarily recruiting community members on Mornington Island to support two Queensland Government elections and one Local Government election; and
- **financial audit services** which involved the conducting of audits by the Queensland Audit Office as required for the functioning of Local Government.

Key Findings

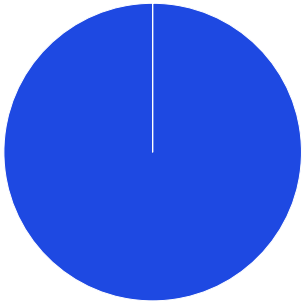
$540 k reported for general government services between 2017 and 2022

<1% of total reported government expenditure between 2017 and 2022

Types of service providers

- State Government Agency

100% of funding



2 government agencies that were responsible for funding services

4 government funded programs applicable to Mornington Island

Of the providers operating on Mornington Island:

0 were community-based

1 was FIFO

1 was mixed delivery

0 were virtual

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GENERAL GOVERNMENT SERVICES

The Electoral Commission of Queensland and the Queensland Audit Office delivered essential services for the functioning of government on Mornington Island. These services were legislatively required and delivered on a routine basis.

The inability to consistently access licensing and registration services on Mornington Island was reported as the main issue with the provision of general government services. In particular, community members reported challenges in attaining:

- Blue Cards and Disability Worker Screenings;
- birth, death and marriage certificates;
- drivers and boat licences; and
- other forms of necessary identification or screening checks.

The limited availability of dedicated supports created barriers to community members gaining employment, setting-up personal banking and accessing the social security.

> “It’s hard to get ID on Mornington Island. Some people don’t even have a birth certificate – **Community member, Mornington Island**

The following opportunities for service improvement were identified through stakeholder consultation:

GENERAL GOVERNMENT SERVICES

- Increasing the consistency in registration and licensing services to enable community members to attain identification, drivers and boat licences, Blue Cards, Yellow Cards (Disability Worker Screening) and other essential documentation.

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Executive Summary

Key Recommendations for Reform

KPMG identified a wide range of opportunities for improvement as part of its review of government funded services delivered to Mornington Island. These opportunities for improvement have been documented in the preceding pages for each of the respective Building Blocks.

The following key recommendations have been identified by KPMG as being critical to enabling a healthy, safe and thriving community on Mornington Island. These recommendations apply to a subset of the Building Blocks and align with the priority reforms and targets under the National Agreement on Closing the Gap.

Recommendations for the entire service system

KPMG found that a range of system-wide challenges had impacted the effectiveness of service provision and limited improvements in community outcomes. These challenges were linked to the absence of consistent and shared decision-making between government and the Mornington Island community to design, develop, implement and monitor the provision of services. In particular, KPMG identified the need for government to work in genuine partnership with the Mornington Island community to prioritise and accelerate the place-based reform of services and the enabling infrastructure.

The following recommendations aligned with the four priority reform areas under the National Agreement on Closing the Gap and were determined to be central to changing the way in which governments works with the Mornington Island community to enable improvements across the entire service system.

1. **The Commonwealth Government and Queensland Government in line with the Local Thriving Communities reform agenda should continue to work in partnership with the Mornington Island community to establish an adequately funded and resourced Local Decision Making Body that aligns with the following considerations:**
    - **the incorporation of the existing strengths of the Mornington Shire Council and cultural leadership within community;**
    - **the required representation of community voice across the different cultural and family groups;**
    - **the establishment of integrity principles to facilitate effective management of probity and conflict of interest matters; and**
    - **the creation of strong accountability mechanisms to ensure transparency in the monitoring, reporting and ongoing evaluation of decision-making.**

    Refer to Appendix A of this report for a blue print outlining the potential approach for sharing decision-making in relation to the design, delivery, and monitoring of government services.
2. **The development of a Community Engagement and Co-design Framework that meets the unique needs of Mornington Island and enables their effective involvement in service design and review.**
3. **The Commonwealth and Queensland Governments continue to advance the person-centred and place-based design and delivery of services to Mornington Island.**
4. **The review of FIFO services within the Building Blocks to identify the extent to which improved outcomes may be achieved through community-based models.**
5. **The Commonwealth Government and Queensland Government agree on data sharing and reporting principles to enable increased transparency and accountability of investment and service delivery.**
6. **The development of a Monitoring and Evaluation Framework that incorporates measurable and meaningful indicators of life outcomes.**
7. **The review of capital investment priorities in accordance with the work being undertaken by the Mornington Shire Council as part of its Master Plan 2020.**

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Recommendations for learning and training outcomes

KPMG found that the model of learning and training on Mornington Island required collaborative action between government, service providers and community to enable children and young people to reach their full potential. In particular, KPMG identified that children and young people required further support at critical stages of their education to improve engagement and develop the skills to participate fully in society.

The following recommendations aligned with the targets under the National Agreement on Closing the Gap in relation to improving learning and training outcomes on Mornington Island.

8. **The co-design of a seamless model of learning and training in genuine partnership with community, education and training providers, and employers. The model should establish clear pathways from early childhood, to school, higher education and employment.**
9. **The delivery of a Feasibility Study for the expansion of place-based vocational education and training on Mornington Island.**

Recommendations for employment and economic growth

KPMG found that the workforce and economic growth opportunities on Mornington Island had not been fully realised for the community. In particular, KPMG observed low workforce participation rates and low growth in business and industry. This signalled the need for further investment in the unique knowledge, skills, strengths and aspirations of the community.

The following recommendations aligned with the targets under the National Agreement on Closing the Gap in relation to improving employment and economic outcomes on Mornington Island.

10. **The development of a Workforce Plan that comprehensively maps the size, skills and capabilities of the local workforce and sets strategies and targets for increasing employment.**
11. **The development of an Economic Development Plan that identifies opportunities for economic growth and job creation.**

Recommendations for housing outcomes

KPMG found that social housing dwellings and services were not meeting the needs of the Mornington Island community. Community members reported high levels of overcrowding and suboptimal living conditions in the context of a growing waitlist for social housing allocations. Noting the importance of access to safe, secure and affordable housing to broader life outcomes, this demonstrated a strong need to prioritise improvements to housing on Mornington Island.

Whilst infrastructure was not within KPMG's scope, the following recommendation aligned with the targets under the National Agreement on Closing the Gap in relation to improving housing outcomes on Mornington Island.

12. **The review of social housing development priorities in line with the work being undertaken by the Mornington Shire Council as part of its Master Plan 2020.**

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Recommendations for health and wellbeing improvements

KPMG found that critical areas of the health system were not meeting the holistic needs of the Mornington Island community. In particular, stakeholders reported the ongoing need to address low health literacy and better support community members to manage and improve their own health. It was also observed that the continuum of care between service providers was challenging to navigate and impacted by gaps in supports for mental health and wellbeing.

The following aligned with the targets under the National Agreement on Closing the Gap in relation to improving health and wellbeing outcomes across the entire life course on Mornington Island.

13. **The co-design of health promotion and literacy activities to equip community members with the skills and knowledge to manage their own health.**
14. **The development of shared Models of Care to better integrate the care provided across the primary, secondary and tertiary health sectors to ensure community members can seamlessly navigate and access supports required to improve their health and wellbeing.**
15. **The review of mental health services on Mornington Island to identify current capacity constraints, key issues, and gaps in the stepped care model.**

Recommendations for improving recreation and strengthening connection to culture

KPMG found that the sustainability of recreation and cultural services on Mornington Island had been limited by the short-term, grant-based funding mechanisms. This inhibited the fostering of community cohesion, pride and connection to culture.

The following recommendations were aligned with the targets under the National Agreement on Closing the Gap in relation to improving recreation and cultural outcomes on Mornington Island.

16. **Reviewing government policy and grant-based funding mechanisms for sustained delivery of recreational and cultural programs in remote areas such as Mornington Island to ensure stability of service provision.**
17. **The co-design of cultural activities and initiatives on the Traditional Homelands to strengthen connection to traditional languages, arts and practices.**

Recommendations for child, family and community safety recommendations

KPMG found that community members were disproportionately affected by safety concerns and experiences of violence. This had impacted on quality of life and the capacity to be involved in the community in a positive way. Building upon the Community Safety Plan, KPMG identified the need for targeted strategies to improve the safety of children, young people and families in the community.

The following recommendation aligned with the targets under the National Agreement on Closing the Gap in relation to to improving child, family and community safety outcomes on Mornington Island.

18. **The development of a local Action Plan targeted at the prevention, early intervention and coordinated response to child harm and domestic and family violence.**

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Recommendations for the functioning of Local Government

KPMG found that the functioning of the Mornington Shire Council and its ability to materially improve community outcomes was inhibited by financial sustainability challenges. This signalled the need to develop new approaches to support the operational efficiency and capability of the Mornington Shire Council to deliver its own services and work in genuine partnership with the Commonwealth and Queensland Governments.

The following recommendations aligned with the four priority reform areas under the National Agreement on Closing the Gap and were determined to be central to strengthening the capacity of the Mornington Shire Council to work with the Commonwealth Government and Queensland Government to accelerate improvements in the lives of community members.

19. **The review of methodologies for grant-based operational funding to ensure the equitable treatment of Local Councils which have disproportionately lower outcomes.**
20. **The Commonwealth and Queensland Government agencies strengthening their partnerships with the Mornington Shire Council to enable their increased role in the design, delivery and monitoring of government funded policies and services.**

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01

Project Background and Approach

1.1 Background and Purpose

Overview of Mornington Island

Mornington Island is a remote community located in the south-eastern corner of the Gulf of Carpentaria. It has a rich cultural history that dates back tens of thousands of years and has been passed down the generations through songlines, stories, dance and Aboriginal Lore. The Lardil people are recognised as the original custodians of Mornington Island, and the surrounding islands and seas are the traditional lands and waters of the Yangkaal, Kaiadilt and Gangalidda peoples. The Lardil people have successfully and sustainably managed their land and waters for tens of thousands of years. The region remains one of the most pristine environments in Australia, featuring internationally renowned art works and rich cultural heritage.

The estimated resident population of Mornington Island was 1,061 persons in 2021, of whom 80.2% identified as Aboriginal and/or Torres Strait Islander. A wide range of government and government funded programs and services were delivered to the community between 2017 and 2022. Notwithstanding the significant investment in Mornington Island, the community members continued to experience complex issues across their life course. As outlined in **Figure 5**, the Mornington Island community has lower outcomes in a range of domains, including:

- early childhood development;
- schooling and training;
- health;
- economic participation and growth; and
- community safety.

The disparities experienced on Mornington Island signalled the need to comprehensively review government funded services to identify the reforms required to support the community to achieve life outcomes equal to all Australians.

Figure 5: Key statistics for Mornington Island

Society	Economy & Industry	Community Safety
33.3% of children identified as developmentally vulnerable in 2018 *(compared with 13.9% for Queensland)*	**28.1% was the unemployment rate in the September quarter of 2022** *(compared with 4.2% for Queensland)*	**44.4 young people per 1,000 persons admitted to a supervised order in 2022** *(compared with 2.5 per 1,000 persons for Queensland)*
31.4% of residents had a non-school qualification in 2021 *(compared with 62.5% for Queensland)*	**0% of total occupied private dwellings were fully owned in 2021** *(compared with 29.1% for Queensland)*	**327.0 reported offences against the person per 1,000 persons in 2022** *(compared with 12.8 per 1,000 persons for Queensland)*
7.9 episodes of care on for intentional self-harm per 1,000 persons between 2020 and 2022 *(compared with 1.7 per 1,000 persons for Queensland)*	**39.7% of families on Mornington Island were categorised as low-income families in 2021** *(compared with 11.4% for Queensland)*	**44.2 children per 1,000 persons subject to a substantiated notification of harm in 2022** *(compared with 5.3 per 1,000 persons for Queensland)*

Source: Queensland Government Statistician's Office, Queensland Treasury, *Queensland Regional Profiles: Resident Profile for Mornington (S) Local Government Area.* Queensland Government Statistician's Office, Queensland Treasury, StatShot for Mornington Island.

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1.1 Background and Purpose

Purpose of this Report

The Queensland Government committed to a whole-of-government initiative to undertake an independent audit and analysis of government and government funded services delivered to Mornington Island across the three tiers of government. The overarching purpose of the independent audit was to increase transparency of current investment in government funded services delivered to the remote and discrete First Nations community of Mornington Island.

The audit was co-designed with the Mornington Shire Council and was jointly funded by Queensland Health and the Department of Seniors, Disability Services and Aboriginal and Torres Strait Islander Partnerships.

The project aligned with and progressed the principles of:

- the National Agreement on Closing the Gap;
- the Making Tracks Together: Queensland's Aboriginal and Torres Strait Islander Health Equity Framework;
- the Queensland Government's Local Thriving Communities reform agenda; and
- the Ministerial and Government Champions program for Mornington Island.

The project aimed to identify opportunities for partnerships between Local Body Decision Making Bodies and Mornington Island Community Leaders, service providers and government towards a pathway of improved outcomes across 13 key Building Blocks essential for healthy, safe and thriving communities. These Building Blocks have been outlined in **Figure 6** below.

Figure 6: Overview of Building Blocks

Source: KPMG (2023).

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1.2 Scope, Assumptions and Limitations

Scope of Work

This Final Report delivered by KPMG provides analysis of the estimated government investment from the past six financial years (2017 to 2022), including consideration into following key areas that have been outlined below:

- service gaps as per the reported community need;
- service duplication;
- service integration;
- service effectiveness in meeting local need; and
- opportunities for service reform.

KPMG's methodological approach for each of these five areas of inquiry has been outlined in Section 1.3 of this report.

The scope of work for the Final Report was not inclusive of the following:

- an audit of government and government funded services that meets the requirements of Australian Auditing and Assurance Standards;
- an evaluation to specifically establish and measure causality between changes in community outcomes and the effectiveness of government funded services;
- a review of capital and infrastructure investment and funding methodologies to Mornington Island that extends beyond identifying, through stakeholder engagement, the barriers and enablers of the built environment (e.g., potential shortages in social housing);
- a needs assessment of Mornington Island to identify and measure needs across each of the defined Building Blocks through detailed analysis of data and specific consultations; and
- an evaluation of the Queensland Government's progress in implementing its reform agenda on Mornington Island.

Methodological and Data Limitations for Agency Data

As part of this project, KPMG requested investment, program, workforce and service utilisation data from government agencies between 2017 and 2022. KPMG performed data validation to verify the quality of data provided by government agencies through stakeholder consultations and desktop review of publicly available information for the Mornington Shire Local Government Area (LGA). Ultimately, however, KPMG relied on the accuracy and completeness of data provided by government agencies.

Where investment data was not Mornington-Island specific, KPMG utilised an attribution method to estimate Mornington Island's share of broader investment by service usage, population or land size. The following limitations applied to this attribution approach:

- certain government agencies were unable to provide relevant information about service usage which in turn required KPMG to apply other cost attribution methodologies;
- certain government agencies were unable to specify the exact communities that accessed services which in turn required KPMG to review publicly available data to determine the likely service catchment; and
- certain government agencies were unable to provide information about cost drivers which in turn resulted in investment not being adjusted for higher costs of delivery on Mornington Island.

The government agencies outlined in **Table 1 overleaf** were unable to provide data or had specified limitations associated with their provision of data.

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1.2 Scope, Assumptions and Limitations

Methodological and Data Limitations for Agency Data

Table 1: Outline of methodological and data limitations for agency data

Agency or Data Point	Limitations
Department of Education (Cth)	The Department was unable to report data relating to childcare subsidies. As a result, the amount of funding reported by government for the Early Childhood, Education and Training Building Block was unlikely to be reflective of the total amount of early childhood funding for Mornington Island between 2017 and 2022.
Department of Social Services (Cth)	The Department was unable to provide financial data for social security payments and benefits. As a result, the amount of funding reported by government for the Employment and Economic Participation Building Block was unlikely to be reflective of the total amount of income support funding for Mornington Island between 2017 and 2022.
Department of Health and Aged Care (Cth)	The Department was unable to provide investment data for Medicare services subsidised under the Medicare Benefits Schedule. As a result, the amount of funding reported by government for the Health Building Block was unlikely to be reflective of the total amount of health funding for Mornington Island between 2017 and 2022.
Department of Health and Aged Care (Cth) and Department of Health (Qld)	The Departments were unable to provide and attribute investment data for the Royal Flying Doctor Service. As a result, the amount of funding reported by government for the Health Building Block was unlikely to be reflective of the total amount of health funding for Mornington Island between 2017 and 2022.
National Disability Insurance Agency (NDIA) (Cth)	The NDIA provided high-level estimates for the annual investment in disability services for 2022. As a result, the amount of funding reported by government for the Disability Building Block was unlikely to be reflective of the total amount of disability funding for Mornington Island between 2017 and 2022.
Department of Children, Youth Justice and Multicultural Affairs (Qld)	The Department was unable to provide investment data for Child Safety Officers. As a result, the amount of funding reported by government for the Children, Youth and Families Building Block was unlikely to be reflective of the total amount of child safety funding for Mornington Island between 2017 and 2022.
Department of Children, Youth Justice and Multicultural Affairs (Qld)	The Department was unable to provide investment data for Youth Justice Officers. As a result, the amount of funding reported by government for the Public Order and Safety Building Block was unlikely to be reflective of the total amount of youth justice funding for Mornington Island between 2017 and 2022.
Department of Justice and Attorney-General (Qld)	The Department was unable to provide detailed data for the Circuit Magistrate Court. Investment data was limited to the attribution of the Court's regional budget and not inclusive of the cost of the Magistrate, court support staff, flights and other operating expenses. As a result, the amount of funding reported by government for the Public Order and Safety Building Block was unlikely to be reflective of the total amount of court services funding for Mornington Island between 2017 and 2022.

Source: KPMG (2023).

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1.2 Scope, Assumptions and Limitations

Methodological and Data Limitations for Agency Data

Table 1: Outline of methodological and data limitations for agency data (cont.)

Agency or Data Point	Limitations
Department of Energy and Public Works (Qld)	The Department and other government agencies were unable to provide investment data for QBuild that was attributed to each of the relevant Building Blocks (e.g., Health and Housing). As a result, the amount of funding for QBuild maintenance services was consolidated in the Industry Support Building Block.
Department of Energy and Public Works (Qld)	The attribution of investment for the Community Service Obligation was based on population size. This approach was limited as was unable to account for a variety of factors, including: • the cost to maintain the power system; • location, remoteness and accessibility; • consumption within each power system; and • the type of generation and system configuration of each system. As a result, the amount of funding reported by government for the Community and Environment Building Block was unlikely to be reflective of the total amount of Community Service Obligation funding for Mornington Island between 2017 and 2022.
Australian Electoral Commission (Cth)	The Australian Electoral Commission was unable to provide investment data for Commonwealth Government elections. As a result, the amount of funding reported by government for the General Government Building Block was unlikely to be reflective of the total amount of electoral support funding for Mornington Island between 2017 and 2022.
Multiple Agencies	The majority of government agencies were unable to provide accurate workforce data for Mornington Island. The main limitations for the provision of workforce data included: • government reporting requirements and systems not being established to capture workforce data for procured services or services receiving grant funding; and • privacy restrictions for the reporting of less than five employees. Due to these limitations, KPMG was unable to utilise government reported workforce data. Workforce data was therefore sourced from the Australian Bureau of Statistics for analysis.
Multiple Agencies	The majority of government agencies were unable to provide accurate service utilisation data for Mornington Island. The main limitations for the provision of service utilisation data included: • inconsistencies in the reporting of service utilisation over time; and • privacy restrictions for the reporting community members accessing and utilising services. Due to these limitations, KPMG was unable to utilise government reported utilisation data. Workforce data was therefore sourced from the Australian Bureau of Statistics for analysis.

Source: KPMG (2023).

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1.2 Scope, Assumptions and Limitations

Methodological and Data Limitations for Outcomes Indicators

KPMG sourced time series data from the Queensland Government Statistician's Office to support analysis of changes in community outcomes. Where available and appropriate, outcomes data for each Building Block was aligned with the 17 Targets under the National Agreement on Closing the Gap. Additional outcomes data was sourced for Building Blocks which were not directly aligned with the National Agreement on Closing the Gap (e.g., disability).

KPMG analysed changes in outcomes data over time to provide a high-level assessment of whether government investment was effective in achieving improvements for the community. It was not within KPMG's scope to determine causality and the statistical significance of changes in outcomes over time. Observed changes in outcomes data may have been the result of:

- real changes in outcomes on Mornington Island;
- legislative, regulatory or process changes to the thresholds for reporting against data indicators;
- service provision changes that resulted in changes to reporting against data indicators;
- small population and cohort sizes resulting in the skewing of data indicators;
- potential changes in rates of reporting or underreporting against data indicators;
- seasonal or cyclical variability in data indicators; and
- disruptions caused by the COVID-19 pandemic.

Table 2 has outlined the outcome data that was unable to be sourced and analysed for the Final Report.

Table 2: Outline of methodological and data limitations for outcome indicators

Outcome indicator	Limitations
Early childhood education	Enrolment data for early childhood services data in line with Target 3 of the National Agreement on Closing the Gap was unavailable at the LGA-level for Mornington Island. In the absence of this data, KPMG sourced data from the Australian Early Development Census in line with Target 4 of the National Agreement on Closing the Gap.
National Assessment Program – Literacy and Numeracy (NAPLAN) results	NAPLAN results for Spelling and Grammar were unavailable at the LGA-level for Mornington Island. Time series data for Years 7 and 9 were also inconsistent and excluded from the analysis of Reading, Writing and Numeracy results.
Aged care service quality	Star Ratings and other indicators for aged care were unavailable at the LGA-level for Mornington Island. In the absence of this data, KPMG analysed the number of people at eligible age for residential care in comparison with the number of places.
Appropriately sized housing	Appropriately sized housing data for Target 9 of the National Agreement on Closing the Gap was unavailable in time series at the LGA-level for Mornington Island. In the absence of this data, KPMG sourced the following housing indicators: • the number of social housing dwellings; and • the average wait time on the social housing register.

Source: KPMG (2023).

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1.2 Scope, Assumptions and Limitations

Methodological and Data Limitations for Outcomes Indicators

Table 2: Outline of methodological and data limitations for outcome indicators (cont.)

Outcome indicator	Limitations
Life expectancy	Life expectancy data for Target 1 of the National Agreement on Closing the Gap was unavailable at the LGA-level for Mornington Island. In the absence of this data, KPMG sourced the following physical health indicators: • the rate of potentially preventable hospitalisations for children and adults; and • the number of adults diagnosed with chronic health conditions.
NDIS participant outcomes	The NDIA reported on outcomes for NDIS participants, families and carers for 2021. The measures applied to a range of different domains (e.g., daily living, choice and control, access to services, right and advocacy etc.). Due to data privacy limitations for communities with 20 or less NDIS participants, the outcome data was not available publicly for Mornington Island. In the absence of this data, KPMG analysed the proportion of people requiring assistance with core activities relative to the proportion of people providing unpaid assistance over time.
Physical activity	Physical activity data was unavailable at the LGA-level for Mornington Island. In the absence of this data, KPMG sourced the following physical activity indicators: • the proportion of adults in remote and very remote areas of Queensland participating in organised sport and physical activity three or more days per week; and • the proportion of children in remote and very remote areas of Queensland participating in organised sport and physical activity three or more days per week.
Transport outcomes	Outcomes data for transportation services was unavailable at the LGA-level for Mornington Island. In the absence of this data, KPMG assessed the effectiveness of transport services against objectives outlined by Regional Transport Plan for North West Queensland.
Environmental outcomes Source: KPMG (2023).	Outcomes data for environmental services was unavailable at the LGA-level for Mornington Island. KPMG was unable to identify appropriate proxy measure to analyse changes in environmental outcomes over time.
General government outcome indicators	Outcomes data for general government services was unavailable at the LGA-level for Mornington Island. KPMG was unable to identify appropriate proxy measure to analyse changes in general government outcomes over time.

Source: KPMG (2023).

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1.3 Approach

Methodology

Data Sources, Collection and Validation

A mixed-methods approach was utilised to draw upon qualitative and quantitative data for the Final Report. This is further outlined in **Figure 7**.

Figure 7: Approach to data collection and validation

Investment and service data

KPMG collected a range of data from government agencies to support its analysis of government investment in service delivery to Mornington Island. The data fields that were collected include:

- 'type of responsible agency';
- 'name of responsible agency';
- 'investment per annum';
- 'agreement term';
- 'name of program';
- 'type of service';
- 'description of service' ; and
- 'type of workforce model'.

KPMG's process to data collection involved providing a Data Collection Template (with the data fields outlined above) to data custodians within government agencies to complete. Where data anomalies were identified, KPMG conducted consultations with data custodians and compared data to publicly available information to validate the data provided through the Data Collection Template. Ultimately, however, KPMG relied on the accuracy and completeness of data provided by government agencies.

Stakeholder feedback & insights

In addition to quantitative data collection, KPMG engaged with a wide range of stakeholders to inform its qualitative analysis. This included:

- consulting with over 20 Commonwealth and Queensland Government agencies;
- conducting four facilitated sessions with the Mornington Shire Council;
- conducting one facilitated session with Ministerial, Assistant Ministerial and Government Champions;
- consulting with over ten service providers; and
- meeting with approximately 300 Mornington Island community leaders and members.

Source: KPMG (2023).

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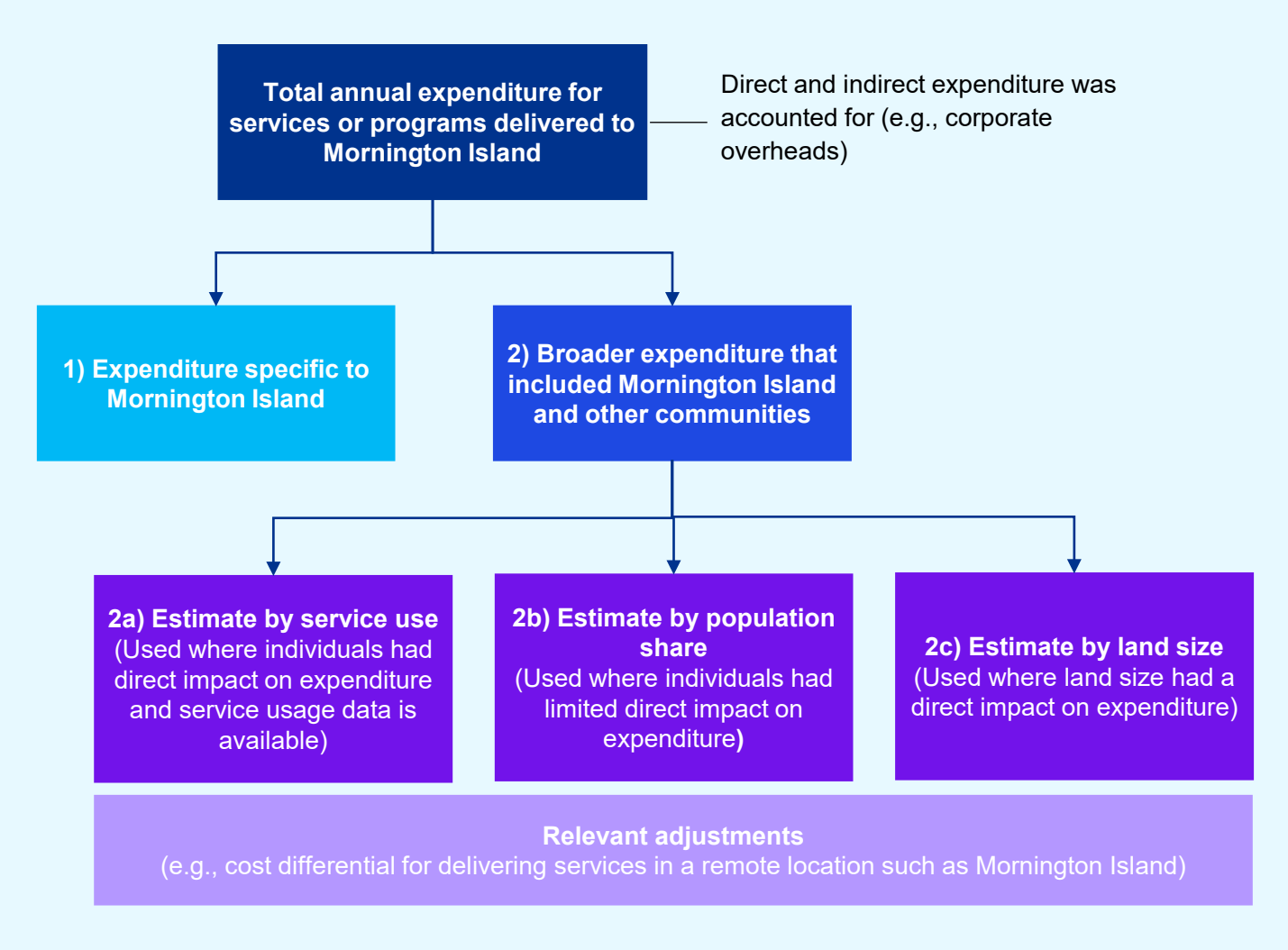
1.3 Approach

Methodology

Estimating Mornington Island-specific Expenditure

Figure 8 provides a conceptual framework for mapping and attributing Commonwealth, State and Local Government investment in services and programs delivered to Mornington Island. This framework was based on the *Commonwealth Productivity Commission's 2017 Indigenous Expenditure Report* and the *Queensland Productivity Commission's 2017 Service Delivery in Remote and Discrete Aboriginal and Torres Strait Islander Communities Report*. Further detail about the framework has been provided on the following page.

Figure 8: Conceptual framework for estimating targeted expenditure



Source: KPMG (2023).

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1.3 Approach

Methodology

Estimating total annual expenditure for services or programs delivered to Mornington Island

In estimating investment in service delivery for Mornington Island between 2017 and 2022, KPMG accounted for both:

- **direct expenditures** for frontline service delivery; and
- **indirect (or ancillary) expenditures** that the head office, regional office or service provider may incur to support service delivery.

Direct expenditures were specifically related to the delivery of services to individuals in the community (e.g., salaries for frontline staff). Indirect expenditures were indirectly related to frontline service delivery but were part of the overall cost (e.g., rent, maintenance costs, incidental expenses). As per KPMG's scope, direct capital and infrastructure investment was not analysed for this project (e.g., investment in road projects). KPMG's scope was focused on analysing operational expenditure.

Expenditure specific to Mornington Island

Where possible, KPMG quantified investment by utilising operational expenditure data that specifically identified Mornington Island (e.g., investment data that specified Mornington Island received $200,000 per annum to deliver case management services to young people). This approach was highly reliable as it did not require the use of attribution methodologies to apportion or estimate Mornington Island's share of investment in services across a larger region (e.g., northwest Queensland).

KPMG worked closely with data custodians within government agencies to identify investment that could be directly and specifically identified for Mornington Island. In circumstances where this granularity of data was not available, KPMG utilised attribution methodologies to estimate investment for Mornington Island.

Attribution of broader expenditure that includes Mornington Island and other communities

KPMG recognised that investment data for services was not always fully attributable to one community, especially if a service was delivered across a larger region. In this instance, KPMG sought to apply one of the following attribution methodologies as appropriate:

- Estimate Mornington Island's share of investment by service use (preferred method where possible) – this attribution methodology utilised Mornington Island's share of service users to estimate investment (e.g., proportion of Mornington Island residents accessing mental health services).
- Estimate Mornington Island's share of investment by population size – this attribution methodology utilised Mornington Island's share of the target population for the government service to estimate investment (e.g., Mornington Island's proportion of the population in northwest Queensland).
- Estimate Mornington Island's share of investment by land size – this attribution methodology utilised the Mornington Shire's share of the geographic area for the government service to estimate investment.

Relevant adjustments

As appropriate, KPMG adjusted its attribution methodology to account for the higher cost of:

- delivering services in a remote community such as Mornington Island; and
- catering to additional service needs of the community (e.g., specific language or cultural safety requirements).

KPMG worked closely with government agencies to understand the circumstances in which relevant adjustments may be required.

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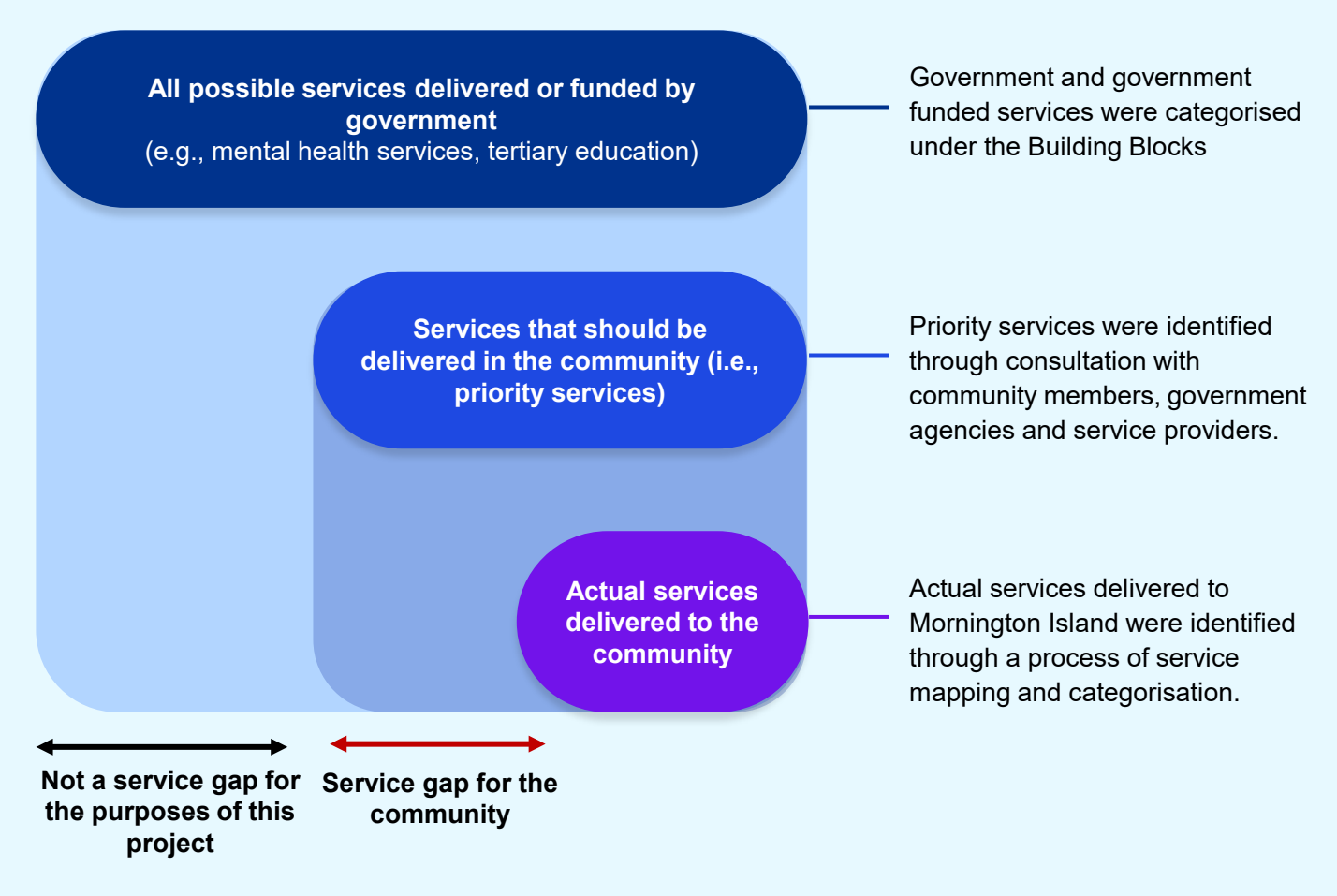
1.3 Approach

Methodology

Estimating Service Gap on Mornington Island

Figure 9 provides a conceptual framework for the methodology to analyse service gaps for Mornington Island. Further detail about the framework has been provided on the following page.

Figure 9: Conceptual framework for estimating service gap on Mornington Island



Source: KPMG (2023).

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1.3 Approach

Methodology

Categorisation of services into Building Blocks

KPMG developed a categorisation framework of the full spectrum of government and government funded services under the Building Blocks. This framework was based on:

- the Classification of the Functions of Government – Australia (COFOG-A) that was developed by the Australian Bureau of Statistic (ABS);
- the work that was delivered by Queensland Government to map investment in First Nations communities; and
- the relevant classification systems for specific sectors or organisations (e.g., the Clinical Services Capability Framework for Queensland Health).

In developing this framework, KPMG worked closely with the relevant government agencies.

Identification of priority services for the community

Following the development of the service category framework, KPMG sought to identify the priority services that should be delivered on Mornington Island. This required consideration of:

- the needs of the community on Mornington Island;
- the community's view on the services that it currently requires and its aspirations for the future; and
- government's perspective on the services that can be viably delivered to Mornington Island.

KPMG recognised the extensive work that has been undertaken to date to understand the community's needs and the services that should be delivered to Mornington Island. As such, KPMG leveraged this information in identifying the priority services that should be delivered to Mornington Island.

As aforementioned, it was not within the scope of this project to perform a comprehensive and evidence-based assessment of Mornington Island to understand needs across each of the defined Building Blocks.

Identification of services delivered on Mornington Island

In order to identify service gaps, KPMG compared the services that should be available to Mornington Island with the services that were delivered. Service delivery was determined by requesting investment and service information from government agencies (as outlined on **page 51**).

Where service gaps were identified through this analysis, KPMG has signalled this in the report for further investigation and assessment.

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1.3 Approach

Methodology

Estimating Service Duplication

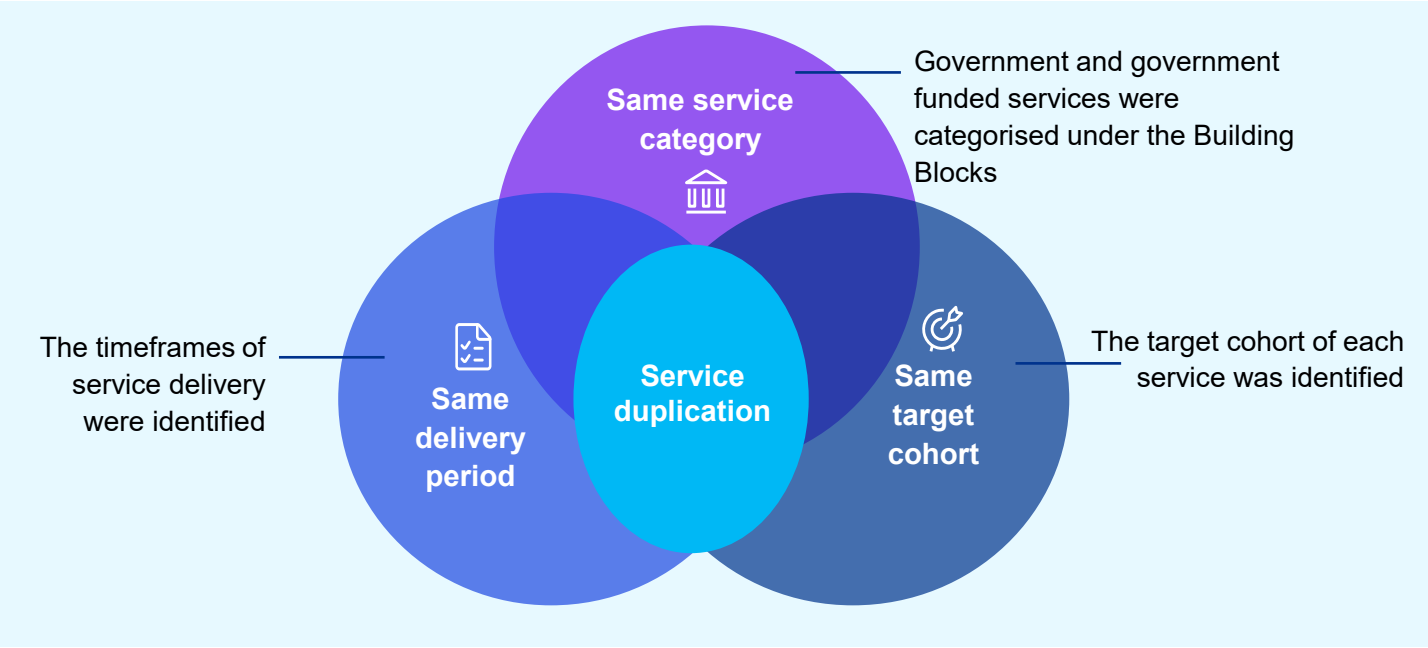
Figure 10 provides a conceptual framework for the methodology to analyse service duplications for Mornington Island.

Service duplication was signalled by KPMG where there was overlap across three service characteristics including:

- **service category** – as discussed on **page 55**, KPMG developed a framework that supported the appropriate categorisation of services;
- **target cohort** – KPMG identified the target cohort of each service delivered to Mornington Island (e.g., all residents, young people, women, etc.); and
- **delivery period** – KPMG identified the period in which services were contracted or required to be delivered to Mornington Island (e.g., 2019 to 2021).

This analysis indicated whether further investigation and assessment by KPMG was required to determine if the services were potentially duplicative or complementary in meeting community need. KPMG conducted further analysis through desktop reviews and stakeholder consultation to inform its assessment of whether services were potentially duplicative or complementary.

Figure 10: Conceptual framework for estimating service duplication on Mornington Island



Source: KPMG (2023).

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1.3 Approach

Methodology

Analysing Service Integration

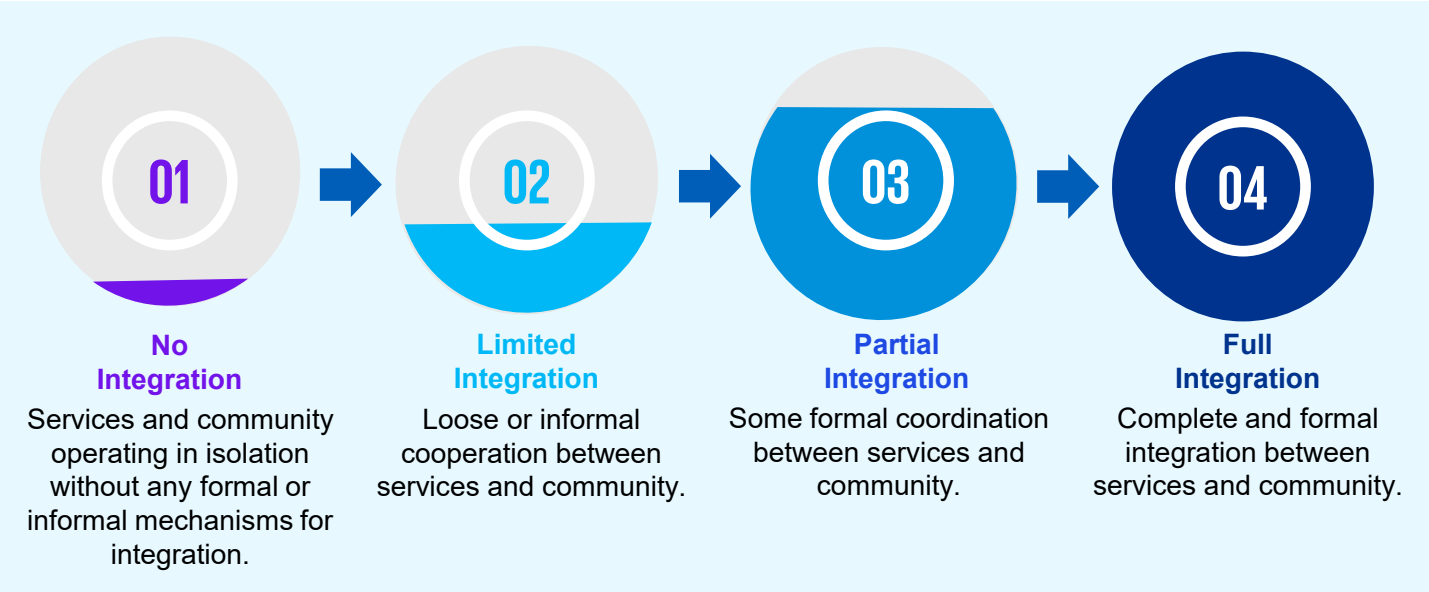
Figure 11 provides a conceptual framework for the methodology to analyse service integration for the Mornington Island community.

KPMG consulted with relevant government agencies and the Mornington Island community to identify the relevant characteristics of service integration. The following characteristics of service integration were utilised to determine the extent to which services were coordinated and integrated on Mornington Island (i.e., no integration, limited integration, partial integration, full integration).

- **workforce collaboration** – combined working groups, staff co-location, secondments, and joint training arrangements.
- **data sharing** – sharing of client records in accordance with relevant legislation to support coordinated case management and more targeted use of resources to achieve better results;
- **joint service planning** – community and service providers collaboratively developing local service plans and strategies for joined-up service delivery;
- **Streamlined and simplified access points** – "one-stop" services that facilitate coordinated service delivery using a "no wrong door" approach that means users benefit from common entry points and do not have to navigate a potentially confusing service network;
- **referral pathways** – formal and consistently used referral pathways between service providers;
- **feedback loops** – formal and consistently used feedback loops between government agencies, service providers, and the community;
- **formalised Partnerships** – Memorandums of Understandings or other agreements that formalise the coordination of service delivery; and
- **funding & contracting arrangements** – arrangements to incentivise or require the coordination of service delivery.

In conducting this analysis, KPMG considered the perspectives of government agencies, service providers, and community to capture the differing and potentially conflicting views on service integration.

Figure 11: Conceptual framework for estimating service integration on Mornington Island



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1.3 Approach

Methodology

Analysing Service Effectiveness

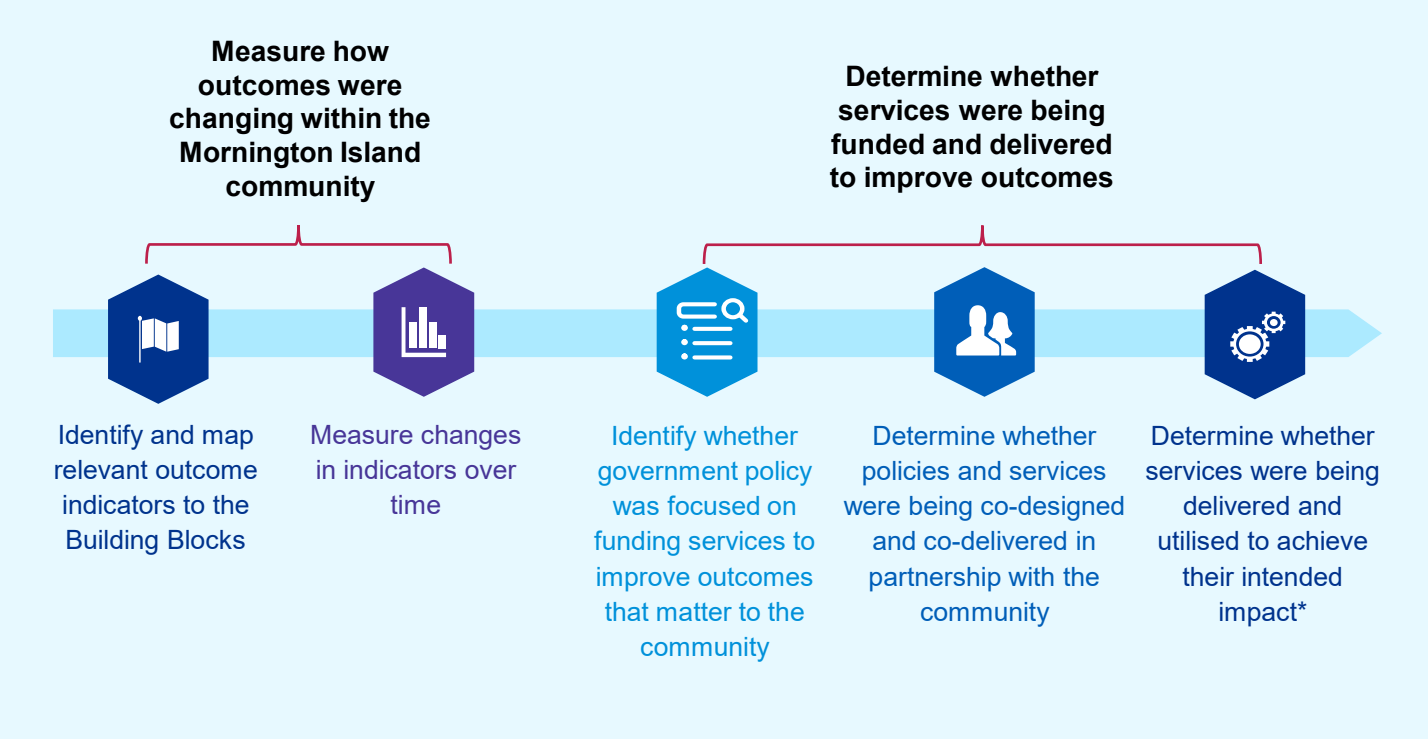
KPMG analysed trends in outcome indicators for Mornington Island between 2017 and 2021 to:

- support government to clarify its objectives and responsibilities in investing in services that tangibly improve outcomes;
- provide insight into the relationships between program and service delivery that may be contributing to changes in outcomes; and
- create more transparency for key stakeholders, including policymakers, funders and the community in relation to how outcomes may be changing over time.

As aforementioned, KPMG's scope of work was not inclusive of a comprehensive evaluation to establish causality between changes in outcomes and investment in service delivery. Notwithstanding this limitation, KPMG sought to understand the factors that may be contributing to effective or ineffective service delivery. This includes:

- consideration of whether governments were funding service providers to deliver the appropriate mix of activities and outputs to improve outcomes (e.g., would investment be better directed to preventative health services as opposed to acute services); and
- consideration of whether service providers were delivering their contracted activities and outputs in such a way that is culturally appropriate, impactful and supports improvement in outcomes.

Figure 12: Conceptual framework for estimating service effectiveness on Mornington Island



Source: KPMG (2023).
*Note: As per the outlined data limitations, government agencies were unable to consistently report service utilisation data.

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02

Review of Government Investment in Service Delivery

2.1 Early Childhood Development, Education and Training

This section of the Final Report presents government expenditure on early childhood development, education and training services on Mornington Island, inclusive of:

- **early childhood education;**
- **schooling;**
- **tertiary education and training; and**
- **other supports for students**.

Commonwealth and Queensland Governments reported expenditure of $52 million on services targeting the early childhood development, education and training between 2017 and 2022. This represented approximately 16% of the $326 million total expenditure reported for all Building Blocks.

$52 million

reported and attributable to Mornington Island for early childhood development, education and training related services between 2017 and 2022.

16 per cent

of reported government expenditure between 2017 and 2022 was attributable to Mornington Island for early childhood development, education and training related services.

4 Funding Agencies

17 Programs

8 Service Providers

12 Service Types

38% of providers were community-controlled

50% of providers were community-based

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2.1 Early Childhood Development, Education and Training

Reported Investment by Government

The Building Block for Early Childhood Development, Education and Training aims to develop the capacities and talents of children and young people to ensure that they have the necessary knowledge and skills for a productive and rewarding life. KPMG identified the following components of the Building Block that were delivered on Mornington Island between 2017 and 2022:

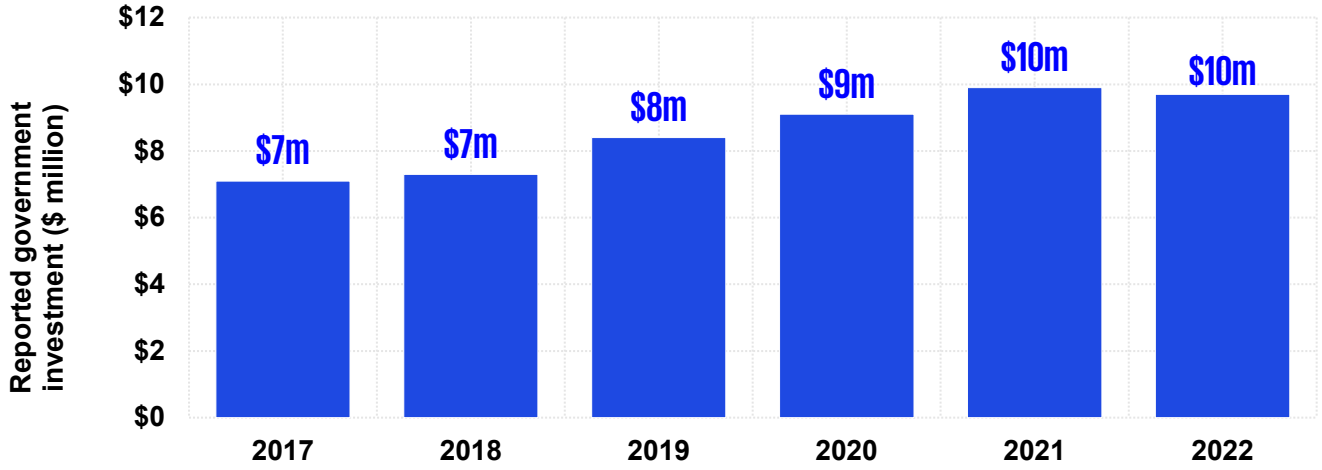
- **early child education and care services** which included centre-based child care, play-based learning, and kindergarten for children (refer to **page 63** for further information);
- **school education services** which included the provision of school education from Prep to Year 10 on Mornington Island (refer to **page 64** for further information);
- **student supports** which included a range of wrap-around supports aimed at improving school attendance, student wellbeing and connection with the community (refer to **page 64** for further information); and
- **vocational education and training services** which included the provision of school-based training and a small number of training placements for community members to gain skills, qualifications and experience (refer to **page 67** for further information).

These services were closely aligned to progressing Targets 3 to 7 under the National Agreement on Closing the Gap.

Commonwealth and Queensland Governments reported investment of approximately **$52 million** between 2017 and 2022. During this period, annual investment increased by approximately 43% from $7 million in 2017 to $10 million in 2022. The largest funders of this Building Block were:

- **Department of Education (Qld)** reporting $47 million in investment or 90.3% of total investment;
- **National Indigenous Australians Agency (Cth)** reporting $5 million in investment or 8.8% of total investment;
- **Department of Employment, Small Business and Training (DESBT) (Qld)** reporting $444,000 in investment or less than 1% of total investment; and
- **Department of Communities, Housing and Digital Economy (DCHDE) (Qld)** reporting $20,000 in investment or less than 1% of total investment.

*Figure 13: Annual investment in Early Childhood Development, Education and Training (2017 to 2022)**



Source: KPMG (2023) based on data provided by government agencies.
*Note: The Department of Education (Cth) was unable to provide data relating to child care subsidies.

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2.1 Early Childhood Development, Education and Training

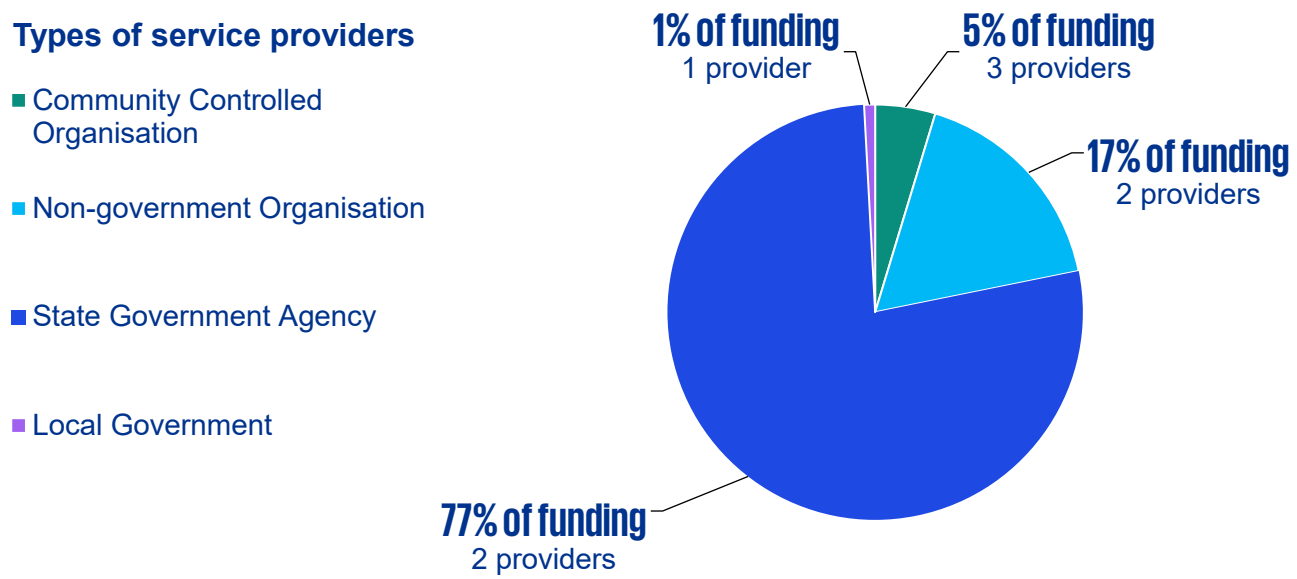
Types of Service Providers and Delivery Models

As shown in **Figure 14**, government investment between 2017 and 2022 targeted different types of service providers, including:

- **Community Controlled Organisations** – Three service providers received approximately 5% of total funding;
- **Non-government Organisations** – Two service providers received approximately 17% of total funding;
- **State Government Agencies** – Two service providers received approximately 77% of funding; and
- **Local Government** – Mornington Shire Council received approximately 1% of funding.

Early childhood and schooling services to Year 10 were solely delivered through community-based models on Mornington Island. However, community members reported that they were required to access upper secondary school and higher education by other means (e.g., by travelling to the mainland).

Figure 14: Overview of different service provider types and their delivery models on Mornington Island



4
Community-based Providers

1
FIFO Provider

3
Mixed Delivery Providers

0
Virtual Providers

Source: KPMG (2023) based on data provided by government agencies.
*Note: The Department of Education (Cth) was unable to provide data relating to child care subsidies.

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2.1 Early Childhood Development, Education and Training

Early Childhood Development Services

As shown in **Figure 15**, KPMG identified a range of early childhood services delivered by 54 Reasons and Mornington Island State School. These services were focused on providing education and care services to meet the development and wellbeing needs of children. The services also engaged parents and families in their children's early childhood development and supported the transition to school.

Stakeholders noted the following strengths in relation to the early childhood care and education services:

- the family engagement activities increased parental participation in their children's education;
- the play-to-learn services taught basic life skills to children and parents; and
- the provision of transport and food supported participation in early childhood development services.

The following challenges were identified by stakeholders in relation to early education and care services:

- the difficulties in meeting staffing requirements in circumstances where the early childhood workforce had high turnover and staff absences;
- the financial challenges with delivering a fee-for-service model for long day care in a community with low willingness to pay; and
- the need to improve coordination between 54 Reasons and Mornington Island State School to facilitate an integrated approach to assist those families with complex needs to proactively transition their children into school.

> "There's a regulatory requirement for there to be 1 staff member to every 4 children which can be difficult to meet when our workforce is under-resourced. " **Service Provider, Mornington Island**

Figure 15: Overview of the service providers in early childhood development

Provider Overview

54 Reasons*

1 Commonwealth Program

1 Queensland Program

- Long and centre-based day care
- Playgroups
- Family support
- Transition to school support

Mixed model

Mornington Island State School

2 Commonwealth Programs

7 Queensland Program

- Kindergarten education services

Community-based

Source: KPMG (2023) based on data provided by government agencies. N.R. = Not Reported
*Note: The Department of Education (Cth) was unable to provide data relating to child care subsidies.

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2.1 Early Childhood Development, Education and Training

School Education and Student Support Services

KPMG identified a range of education and other support services delivered by providers on Mornington Island. These services were delivered predominantly through community-based models and focused on engaging children and young people in school to achieve their full learning potential. Several wrap-around services were also shown to be supporting attendance and embedding cultural practice into the curriculum.

Stakeholders observed the following strengths with the delivery of school education:

- the Rural and Remote Education Access Program (RREAP) funded the Mornington Island State School to enhance students' curriculum opportunities, supplement the school's access to technologies, and provide professional developing and capability building opportunities for the school's community members;
- the attendance strategies supported a cohort of children and their families to engage with school education, albeit not the entire student community;
- the incorporation of traditional languages, arts and cultural practices within the school curriculum enabled children and young people to strengthen their connection with their community and culture;
- the work undertaken by the Mornington Island State School together with the Stronger Smarter Institute was aimed at empowering community voices to co-design and lead strategies for students' attendance; and
- the after-school activities delivered by the Queensland Police-Citizens Youth Welfare Association (Queensland PCYC) were valued by the community for providing a place for students to participate in sport and recreation.

> "The school has a range of attendance initiatives, including the daily breakfast club, attendance awards, sports days and the school bus to pick-up kids. " **Service Provider, Mornington Island**

The following challenges and opportunities for improvements were identified for the provision of school education:

- the impact of intergenerational trauma, community conflict and broader societal factors on the persistently low attendance and level of engagement of students and families in school education;
- the challenges of maintaining trust with the community in the context of the high turnover of teachers;
- the policy and procedure barriers that inhibited the ability of the school to build and sustain partnerships with other service providers (e.g., risk assessments and complex forms); and
- the need to better support the transition to boarding school and/or vocational education and training.

> "There are complex reasons for kids not attending school and services need to address the crux of the problem " **Community Member, Mornington Island**

Figure 16: Overview of the service providers in school education

Provider Overview

Mornington Island State School

2 Commonwealth Program

7 Queensland Programs

- Prep to Year 10
- Teaching of traditional languages, arts and cultural practices
- Student supports and activities (e.g., meals, transport and community events)

Community-based

Source: KPMG (2023) based on data provided by government agencies. N.R. = Not Reported

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2.1 Early Childhood Development, Education and Training

School Education and Student Support Services (cont.)

Figure 16: Overview of the service providers in school education

Provider Overview

Queensland PCYC

1 Commonwealth Program

1 Queensland Program

- Vacation care
- Kids and youth clubs
- Outside-of-school activities

Community-based

Mirndiyan Gunana Aboriginal Corporation

N.R. Commonwealth Programs

1 Queensland Program

- Traditional cultural education for school-aged children
- Teaching of traditional languages, arts and cultural practices

Community-based

Gidgee Healing

N.R. Commonwealth Programs

1 Queensland Program

- Allied health services for students

Mixed model

Stronger Smarter Institute

1 Commonwealth Program

N.R. Queensland Programs

- Facilitation of co-designed attendance strategies with the community

Mixed model

Source: KPMG (2023) based on data provided by agencies from the Commonwealth and Queensland Governments. N.R. = Not Reported

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2.1 Early Childhood Development, Education and Training

Case Study

Read and Feed Initiative

Mornington Island State School runs its 'Read and Feed' initiative every week for students, parents, family members and the broader community. As part of this initiative, the school encourages children to practise their reading and verbal skills by reading a book to their parents or other trusted individuals. The initiative is led by teachers in an outside area and breakfast is provided to participating students who finish reading a book.

The initiative is important to:

- encourage students to attend school and engage in informal learning activities outside of the classroom;
- incorporate parents and family members within their children's education; and
- strengthen trust and build relationships between the school and the broader community.

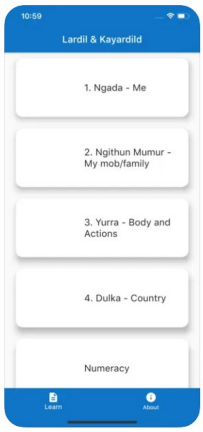
Case Study

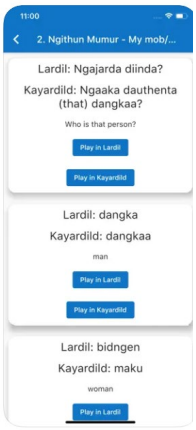
Lardil and Kayardild App

The Lardil and Kayardild language app was developed in partnership between the Mornington Island State School and the Lardil and Kayardild Language Advisory Group to support the teaching of traditional languages. The app is available to everyone and is used both in school and in the community to teach language.

The initiative is important to:

- preserve and strengthen this important aspect of culture;
- engage children in learning that is meaningful to them; and
- build an understanding that cultural learning is as important as mainstream education.





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2.1 Early Childhood Development, Education and Training

Vocational Education and Training Services

As shown in **Figure 17**, KPMG identified a small number of vocational education and training services delivered on Mornington Island. These services were focussed on providing training for a select range of occupations and supporting community members to connect with training pathways in other areas of Queensland.

Stakeholders observed the following strengths with the current provision of training services:

- the joint partnership by Bynoe Community Advancement Cooperative Society (Bynoe CACS) and the Mornington Island State School that supported Year 10 students to undertake vocational education and training qualifications; and
- the ongoing support provided by DESBT which had regional staff who regularly visited Mornington Island to connect community members with training opportunities.

The following challenges and opportunities for improvements were identified in relation to training:

- the limited availability of tailored support for community members who are required to travel to other areas of Queensland to complete vocational education and training;
- the absence of a Registered Training Organisation and the need to increase the range of training opportunities available on Mornington Island; and
- the opportunity to submit a business case with the DESBT Regional Office to appropriately consider and approve individual secondary school students to participate in school-based apprenticeships or traineeships before they reach Year 10.

> "We want more training options in our community. The young men want to work with their hands and the women are interested in nursing, teaching, finance, beauty and catering skills."
> **Community member, Mornington Island**

Figure 17: Overview of the service providers in vocational education and training

Provider Overview

Bynoe CACS*

N.R. Commonwealth Programs	N.R. Queensland Program	• Vocational courses for secondary school students and other members of the community	Community-based

Mornington Shire Council

N.R. Commonwealth Programs	1 Queensland Program	• Provision of training placements under the Skilling for Queenslanders for Work program	Community-based

Source: KPMG (2023) based on data provided by government agencies. N.R. = Not Reported
*Note: Government did not report on investment into Bynoe CACS for their provision of pre-VET services. Stakeholder consultation identified their service delivery on Mornington Island. KPMG was unable to determine investment into the service and has not included it in the analysis of the Report.

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2.1 Early Childhood Development, Education and Training

Vocational Education and Training Services (cont.)

Figure 17: Overview of the service providers in vocational education and training (cont.)

Provider Overview

DESBT

N.R.
Commonwealth Programs

1
Queensland Program

- Engagement and consultation with local community members to support pathways to training and employment

FIFO

Source: KPMG (2023) based on data provided by government agencies. N.R. = Not Reported

Case Study

School-based training initiative

Bynoe CACS has partnered with Mornington Island State School to deliver school-based training to eligible Year 10 students. As part of this partnership, Mornington Island State School has seconded its Home Economics teachers to Bynoe CACS on a part-time basis. Students are able to study and complete units towards the completion of a Certificate whilst still attending school.

The initiative is important to:

- **establishing training pathways for young people; and**
- **building partnerships between the school and vocational education and training providers.**

At the time of the independent audit, Bynoe CACS was investigating the need to apply for a special business case with DESBT to deliver training to students in younger age groups.

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2.1 Early Childhood Development, Education and Training

Analysis of Service Gaps

Figure 18 below summarises the priority services required on Mornington Island in the Early Childhood Development, Education and Training Building Block. KPMG consulted with stakeholders and reviewed the data reported by government to identify any potential gaps in service delivery. Based on this analysis, no priority services were identified as potential gaps in the Early Childhood Development, Education and Training Building Block.

Refer to **page 72** for analysis of the effectiveness of services in the Early Childhood Development, Education and Training Building Block.

Figure 18: Overview of potential service gaps on Mornington Island

Priority Service	Delivery Status	Commentary
Occasional Care	✓ Delivered	Service delivered by 54 Reasons on Mornington Island.
Long Day Care	✓ Delivered	Service delivered by 54 Reasons on Mornington Island.
Kindergarten	✓ Delivered	Service delivered by the Mornington Island State School.
Before and After School Care	✓ Delivered	After school care services delivered by 54 Reasons and Queensland PCYC.
Primary Education (Prep to Year 6)	✓ Delivered	Service delivered by the Mornington Island State School.
Secondary Education (Year 7 to Year 10)	✓ Delivered	Service delivered by the Mornington Island State School.
Vocational Education and Training	✓ Delivered	Limited range of services delivered by Bynoe CACS, Mornington Island State School and Mornington Shire Council with support provided by DESBT.
Transportation for Students	✓ Delivered	Service delivered by the Mornington Island State School.
Meals for Students	✓ Delivered	Service delivered by the Mornington Island State School.
Counselling and Wellbeing Supports for Students	✓ Delivered	Services delivered by the Mornington Island State School and Gidgee Healing.

Legend ✓ Service delivered to Mornington Island ! Potential service gap for Mornington Island

Source: KPMG (2023) based on data provided by government agencies.

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2.1 Early Childhood Development, Education and Training

Analysis of Service Duplications

KPMG found a number of complementary education and training services delivered on Mornington Island. These services included:

- supports for students (languages program);
- before and after school care; and
- vocational education and training.

Desktop review of the programs indicated that the providers were delivering education and training services that were targeted at different cohorts or strengthening service delivery. The services were also designed and delivered to provide wrap-around support to students to attend and engage in education and training.

Figure 19: Overview of potential service duplications on Mornington Island

Priority Service	Duplication Status	Commentary
Supports for students (languages program)	✓ Complementary	The following service providers were identified in the data collection process as delivering complementary services: • **Mirndiyan Gununa Aboriginal Corporation** was funded by the Department of Education (Qld) to deliver a First Nations language program to young people and students on Mornington Island. • **Mornington Island State School** was funded by the Department of Education (Qld) to deliver a First Nations language program to students. Desktop review of the services delivered indicated that the providers were likely to be complementary in supporting the incorporation of language programs within the school's curriculum.
Before and after school care	✓ Complementary	The following service providers were identified in the data collection process as delivering complementary services: • **Queensland PCYC** was funded by the National Indigenous Australians Agency (Cth) and the Department of Education (Qld) to deliver before and after school care for young people and students on Mornington Island. • **54 Reasons** was funded by the Department of Education to deliver before and after school care to children on Mornington Island. Desktop review of the services delivered indicated that the providers were likely to be complementary in delivering before and after school care services for different age groups.

Legend ✓ Complementary service ! Potential service duplication

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2.1 Early Childhood Development, Education and Training

Analysis of Service Duplications

Figure 19: Overview of potential service duplications on Mornington Island (cont.)

Priority Service	Duplication Status	Commentary
Vocational Education and Training	✓ Complementary	The following service providers were identified in the data collection process as delivering complementary or services: • **Bynoe CAS** was funded by the Department of Education (Qld) to work in partnership with Mornington Island State School in order for secondary students to achieve accreditation towards Certificate courses. • **The Mornington Shire Council** was funded by DESBT to support disadvantaged community members who have left school to gain relevant occupational skills. Desktop review of the services delivered indicated that the providers were complementary in providing vocational education and training to different cohorts within the Mornington Island community.

Legend ✓ Complementary service ! Potential service duplication

Source: KPMG (2023) based on data provided by government agencies.

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2.1 Early Childhood Development, Education and Training

Service Effectiveness in Early Childhood Development, Education and Training

Early childhood, education and training services should be aimed at building lifelong learning and the skills to prepare young people to lead productive lives. Students should also be supported in their learning, experience academic success, and feel a sense of belonging and connection to culture in their community and classroom. In analysing the effectiveness of services in the Early Childhood Development, Education and Training Building Block, KPMG reviewed trends in outcome measures over time. These outcome measures related to:

- **early childhood development** – the proportion of children developmentally vulnerable between 2016 and 2021;
- **NAPLAN results –** the proportion of Year 3 and Year 5 students meeting national minimum standards in reading, numeracy and writing between 2016 and 2022;
- **student attendance rates** – the rate of student attendance for Semester 1 between 2018 and 2022; and
- **completions in traineeships and apprenticeships** – the number of Mornington Island residents who completed Certificates I to III or above between 2016 and 2022.

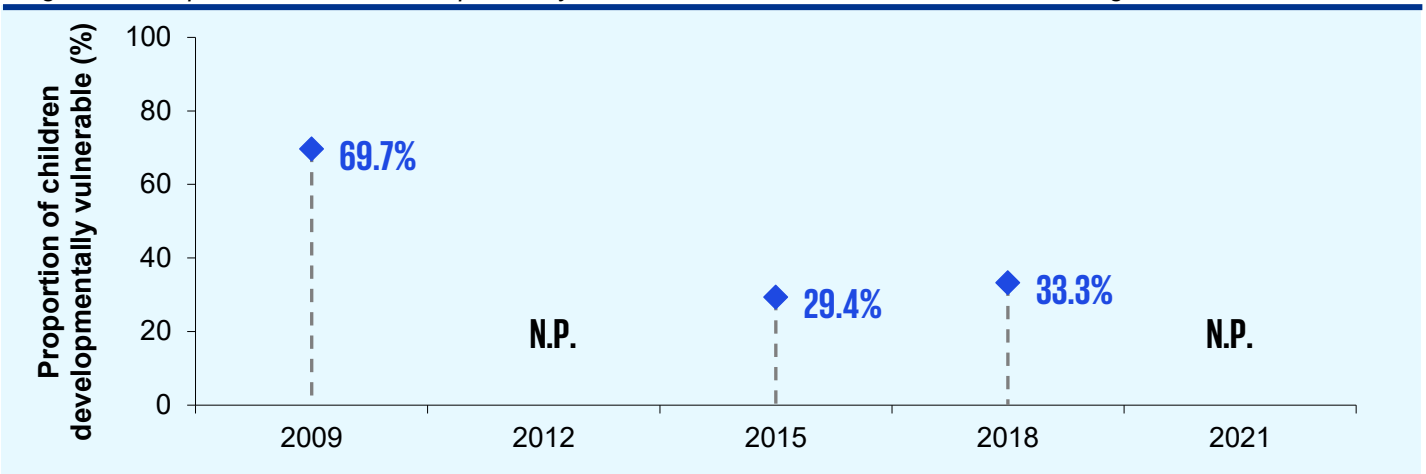
Early childhood development

Target 4 of the National Agreement on Closing the Gap aims to support the development of First Nations children. The Australian Early Development Census (AEDC) provides a picture of early childhood development outcomes through a nationwide data collection. As shown in **Figure 20**, the AEDC identified the proportion of children on Mornington Island who scored as developmentally vulnerable in at least two of the following domains:

- physical health and wellbeing;
- social competence;
- emotional maturity;
- language and cognitive skills (school-based); and
- communication skills and general knowledge.

Between 2009 and 2018, the AEDC reported that the proportion of developmentally vulnerable children had decreased from 69.7% to 33.3%. This signified improvement in early childhood development outcomes on Mornington Island. It is important to note, however, that the results for Mornington Island compare with a Queensland average of 13.9% of children being identified as developmentally vulnerable in 2018. In the absence of a robust evaluation to establish causality, KPMG was unable to determine the extent to which services had influenced early childhood outcomes. Notwithstanding this, stakeholders reported that further opportunities may exist for improving the effectiveness of early childhood development services.

Figure 20: Prep Year students developmentally vulnerable in two or more domains on Mornington Island, 2009 – 2021



Source: Australian Early Development Census, Public table by Local Government Area (LGA) 2009-2021. N.P. = Not Published.

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2.1 Early Childhood Development, Education and Training

Service Effectiveness in Early Childhood Development, Education and Training

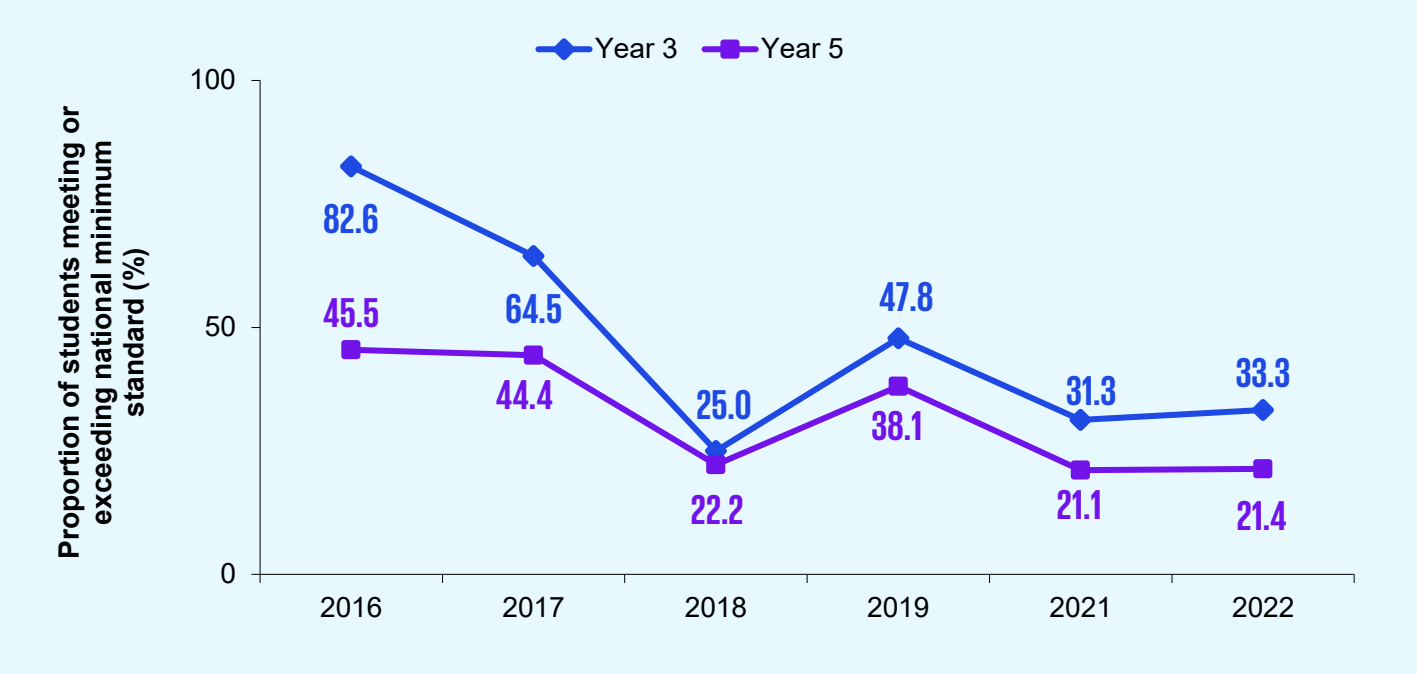
School education

Target 5 under the National Agreement on Closing the Gap aims to support First Nations peoples achieve their full learning potential. NAPLAN is an annual assessment that tests the types of skills that are essential for every child to progress through school and life. Based on the data available for analysis, KPMG reviewed Year 3 and Year 5 results for the following skills:

- **reading** in which results had declined from 2016 to only 33.3% of Year 3 students and 21.4% of Year 5 students meeting the national minimum standard in 2022 (**Figure 21**);
- **numeracy** in which results had been variable between 2016 and 2022 with only 33.3% of Year 3 students and 15.4% of Year 5 students meeting the national minimum standard (**Figure 22 overleaf**); and
- **writing** in which had been variable between 2016 and 2022 with only 11.1% of Year 3 students and 28.6% of Year 5 students meeting the national minimum standard (**Figure 23 overleaf**).

The results for Mornington Island compare unfavourably with the Queensland averages, which generally showed at least 90% of students meeting the national minimum standard. The low reading, numeracy and writing results indicated that children and young people were not being equipped with the skills to reach their full potential. In the absence of a robust evaluation to establish causality, KPMG was unable to determine the extent to which services had influenced learning outcomes. Notwithstanding this, stakeholders reported that further opportunities may exist for improving the effectiveness of schooling services to support students to attend and engage in education.

*Figure 21: NAPLAN results in Reading for Years 3 and 5 on Mornington Island, 2016 – 2022**



Source: Department of Education (Qld) 2016-2022.
Note*: Analysis excludes 2020 as the NAPLAN Test was cancelled due to the COVID-19 Pandemic. Years 7 and 9 were excluded from the analysis due to the unavailability of consistent time series data.

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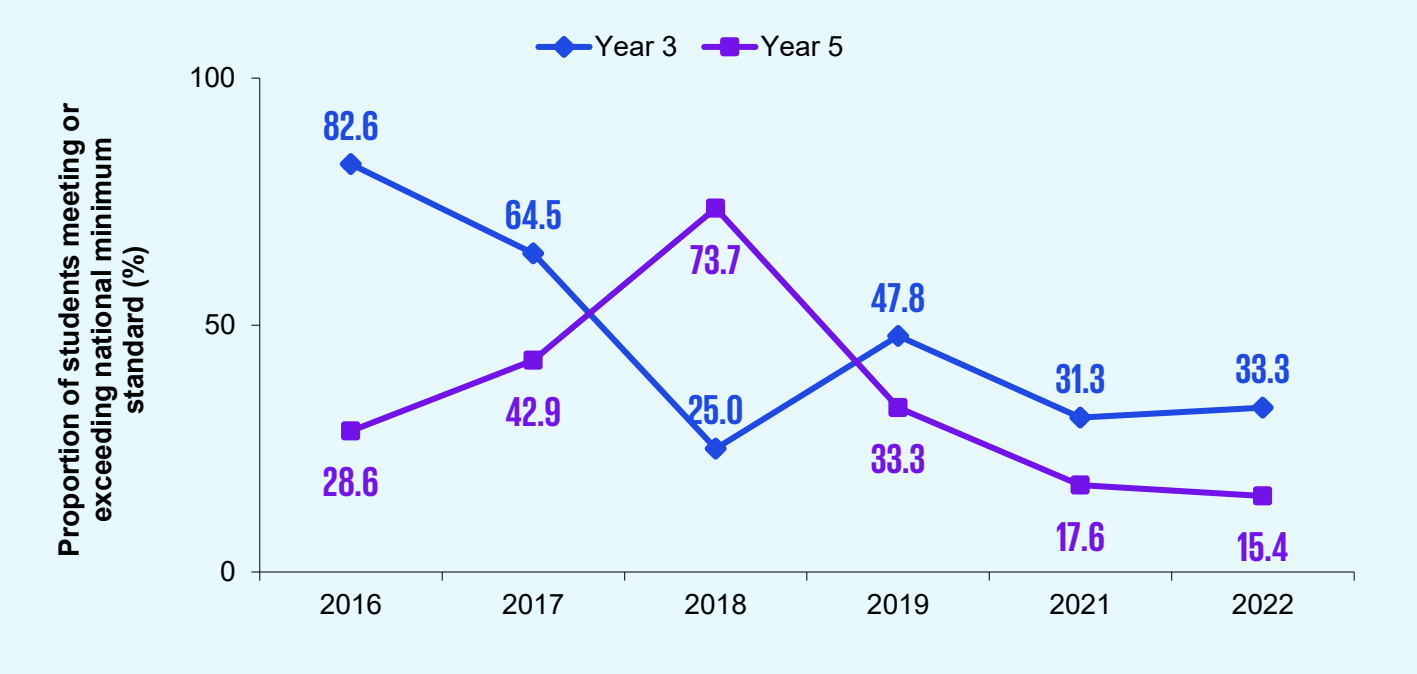
2.1 Early Childhood Development, Education and Training

Service Effectiveness in Early Childhood Development, Education and Training

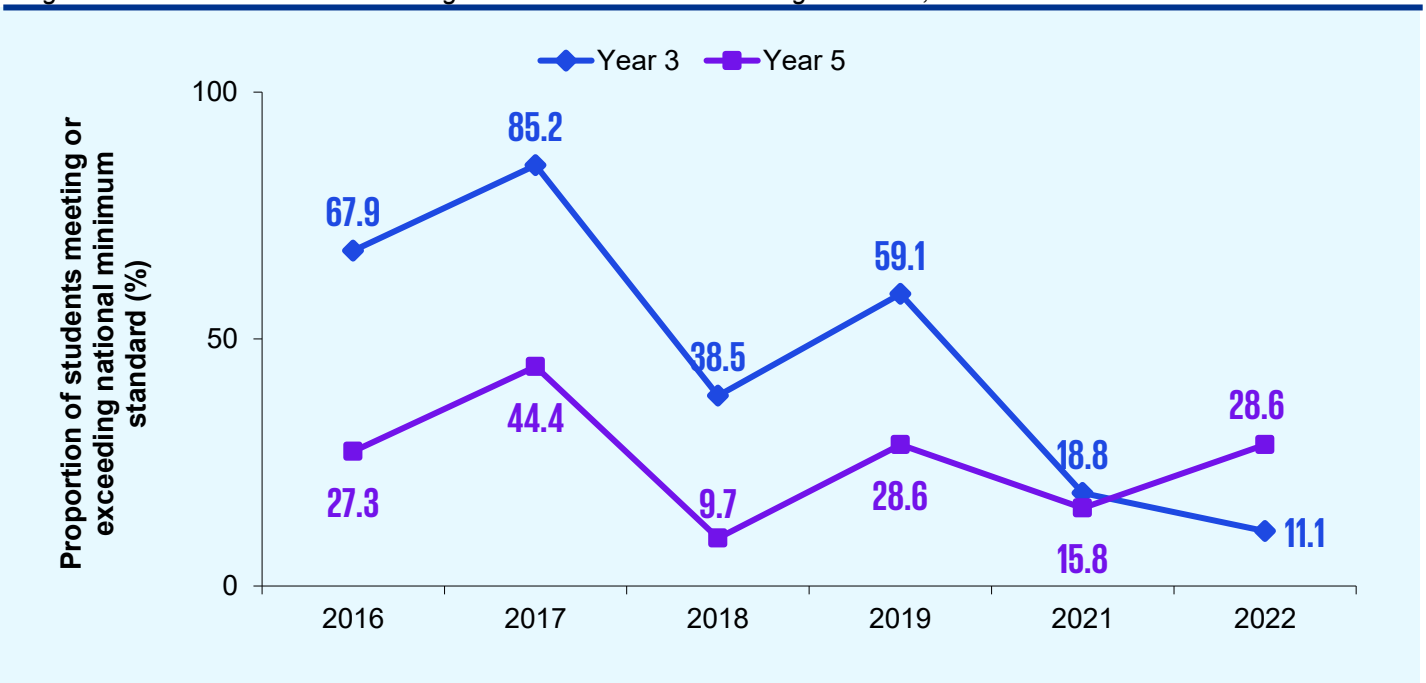
School education

*Figure 22: NAPLAN results in Numeracy for Years 3 and 5 on Mornington Island, 2016 – 2022**



Source: Department of Education (Qld) 2016-2022.
Note*: Analysis excludes 2020 as the NAPLAN Test was cancelled due to the COVID-19 Pandemic. Years 7 and 9 were excluded from the analysis due to the unavailability of consistent time series data.

*Figure 23: NAPLAN results in Writing for Years 3 and 5 on Mornington Island, 2016 – 2022**



Source: Department of Education (Qld) 2016-2022.
Note*: Analysis excludes 2020 as the NAPLAN Test was cancelled due to the COVID-19 Pandemic. Years 7 and 9 were excluded from the analysis due to the unavailability of consistent time series data.

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2.1 Early Childhood Development, Education and Training

Service Effectiveness in Early Childhood Development, Education and Training

School education

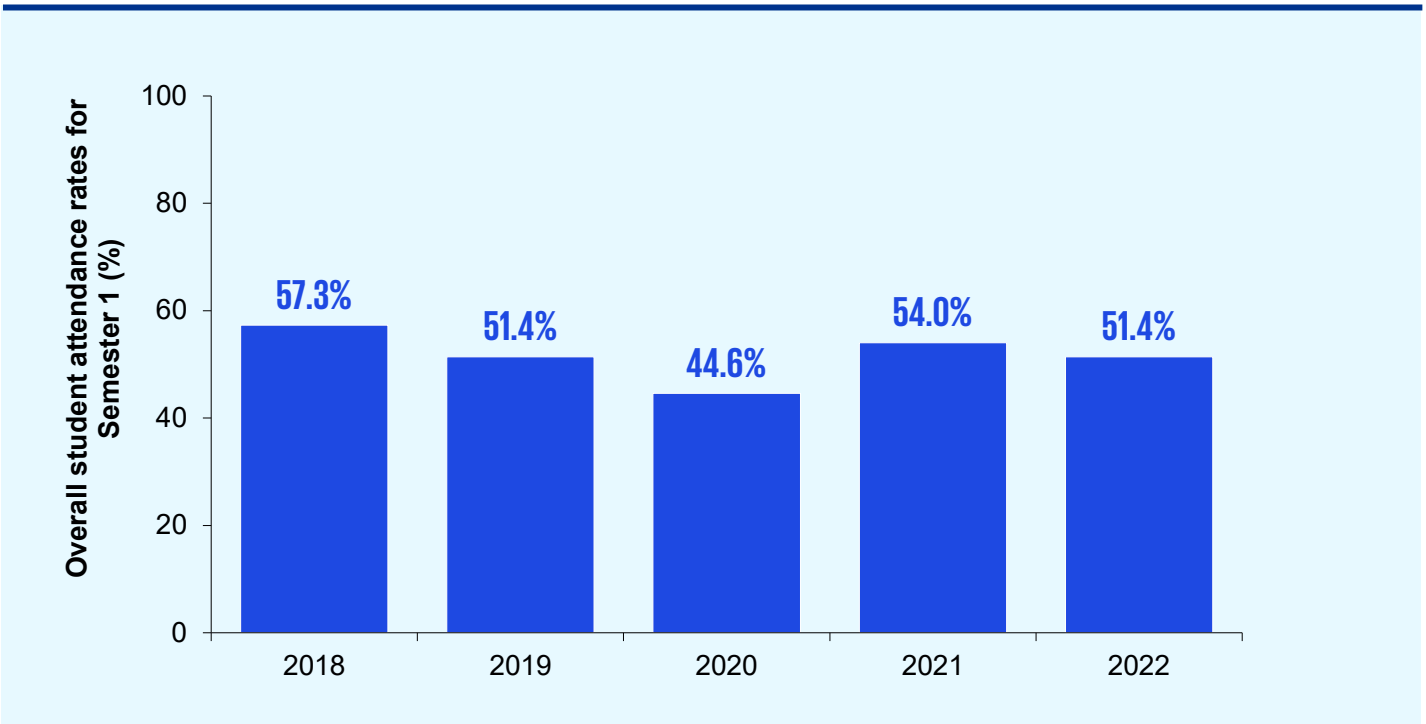
Stakeholders identified that one of the main drivers or lower student outcomes was the rate of student attendance. As shown in **Figure 24**, student attendance declined from 57.3% in Semester 1 2018 to 51.4% in Semester 1 2022.

Stakeholders highlighted that there were a range of complex and multifaceted factors underpinning the low attendance rates and outcomes of school students. These factors included:

- **school factors** which influenced the ability of Mornington Island State School to deliver high quality, responsive and culturally appropriate education to students (e.g., limited funding, challenges in recruiting and retaining experienced teachers and inflexible policies and procedures);
- **community factors** which influenced the capacity of the community to engage and support the school in its delivery of education (e.g., community conflict and disruption, limited mechanisms to consistently and materially engage with the school);
- **family factors** which influenced the motivation and ability of families to support student attendance and learning (e.g., low socio-economic status, family instability, and negative past experiences with the education system); and
- **student factors** which influenced the willingness of students to attend and engage with school (e.g., poor physical and mental health, prevalence of special needs, and low self-esteem and ambitions).

As such, stakeholders observed that cross sector initiatives needed to be established to holistically address both in- and out-of-school factors impacting school attendance.

Figure 24: Student attendance rates for Semester 1 on Mornington Island, 2018 – 2022



Source: Department of Education (Qld) 2018-2021.

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2.1 Early Childhood Development, Education and Training

Service Effectiveness in Early Childhood Development, Education and Training

Vocational education and training

Target 6 under the National Agreement on Closing the Gap aims to support First Nations peoples achieve their full potential through further education pathways. As shown in **Figure 25**, the DESBT tracked vocational education and training completions for:

- **Certificate I or II** which showed that there were zero completions by Mornington Island residents between 2016 and 2021; and
- **Certificate III** or above which showed that the number of completions by Mornington Island residents fluctuated between zero and eight between 2016 and 2021.

Overall, the data demonstrated that completions of vocational education and training had been infrequent and consistently low. Whilst KPMG was unable to evaluate causality and statistical significance, the data indicated that the current approach to vocational education and training services likely had limited effect on skilling and enabling community to participate in the workforce.

Figure 25: Number of people completing an apprenticeship or traineeship with a home address on Mornington Island, 2016 – 2021

	2016	2017	2018	2019	2020	2021
Completions in Certificate I or II	0	0	0	0	0	0
Completions in Certificate III or above	<5	0	0	8	0	<5

Source: Queensland Department of Employment, Small Business and Training (DESBT), unpublished data (DELTA snapshots from: 2016 data (July 2018), 2017 (July 2019), 2018 (July 2020), 2019 (August 2021), 2020 (August 2022), 2021 preliminary data (August 2022).

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2.1 Early Childhood Development, Education and Training

Service Effectiveness in Early Childhood Development, Education and Training

In the context of the observed trends in early education, schooling and training outcomes, KPMG has sought to understand the factors that may be influencing the effectiveness of service provision. The following page of this section of the report have summarised KPMG's review of whether:

- the appropriate mix of activities and outputs have been funded by government to improve outcomes; and
- the policies and services have been co-designed and co-implemented in partnership with community.

Appropriateness of government investment

Between 2017 and 2022, the Commonwealth and Queensland Governments funded programs targeted at engaging young people in learning and developing their skills for the future. The programs were focused on delivering:

- early childhood care and integrated support for children transitioning to school education;
- school education from Prep to Year 10 and a range of attendance initiatives and student supports; and
- vocational education and training for a limited range of occupations and study units.

Together, these services provided the scaffolding for children and young people to achieve positive education and training outcomes. Desktop review and stakeholder consultations indicated that investment had broadly funded the appropriate mix of services. However, stakeholders identified a range of opportunities for improved government investment and service delivery. These opportunities for improvement related the following areas.

- **Early childhood development services, including:**
  - ensuring that all children of eligible age are enrolled in early childhood care and education services;
  - enhancing and sustaining the capacity of early childhood service providers to deliver services to more children and families;
  - identifying and connecting children with development needs earlier to specialist services; and
  - sustaining the focus on delivering early childhood services that embed traditional practices and culture.
- **Schooling and student supports, including:**
  - supporting community members and students to co-design and co-implement attendance strategies that meet their unique needs and aspirations;
  - establishing cross sector initiatives to holistically address both in- and out-of-school factors impacting school attendance;
  - enhancing the recruitment, retention and development of teachers and other school staff; and
  - continuing to embed culturally responsive practices within the curriculum.
- **Vocational education and training services, including:**
  - co-designing a seamless model of learning and development in genuine partnership with community, education and training providers, and employers.
  - submitting a business case with the DESBT Regional Office to appropriately consider and approve individual secondary school students to participate in school-based apprenticeships or traineeships before they reach Year 10;
  - developing a strategy for a Registered Training Organisation(s) to have a presence for the delivery of training on Mornington Island; and
  - conducting a needs-based review of the tailored supports that community members require to enable their completion of traineeships and apprenticeships.

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2.1 Early Childhood Development, Education and Training

Service Effectiveness in Early Childhood Development, Education and Training

Community input in the design and delivery of services

Desktop review and stakeholder consultation indicated that government and service providers shared a growing commitment to designing policies and services in collaboration with the community. In particular, the following examples of community co-design were identified as part of the independent audit:

- **Mornington Island State School and Stronger Smarter Institute** were in the process of developing governance structures and co-designing attendance strategies with community members; and
- **54 Reasons** facilitated community co-design sessions with community to support the delivery of culturally appropriate and responsive early childhood services.

These activities signified an increased focus by service providers to enable local decision-making on the design and delivery of early childhood and school education services.

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2.2 Employment and Economic Participation

This section of the Final Report presents current government expenditure on employment and economic participation services inclusive of:

- **labour and employment services;**
- **self-employment and entrepreneurship services; and**
- **social security and welfare supports.**

Commonwealth and Queensland Governments reported expenditure of $16 million on employment and economic participation services between 2017 and 2022. This represented approximately 5% of the $326 million total expenditure reported for all Building Blocks.

$16 million

reported and attributable to Mornington Island for employment and economic participation related services between 2017 and 2022.

5 per cent

of reported government expenditure between 2017 and 2022 was attributable to Mornington Island for employment and economic participation related services.

4 Funding Agencies

6 Programs

8 Service Providers

3 Service Types

25%

of providers were community-controlled

38%

of providers were community-based

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2.2 Employment and Economic Participation

Reported Government Investment

The Employment and Economic Participation Building Block aims to improve the skills and employability of job seekers. KPMG identified the following components of the Building Block that were delivered on Mornington Island between 2017 and 2022:

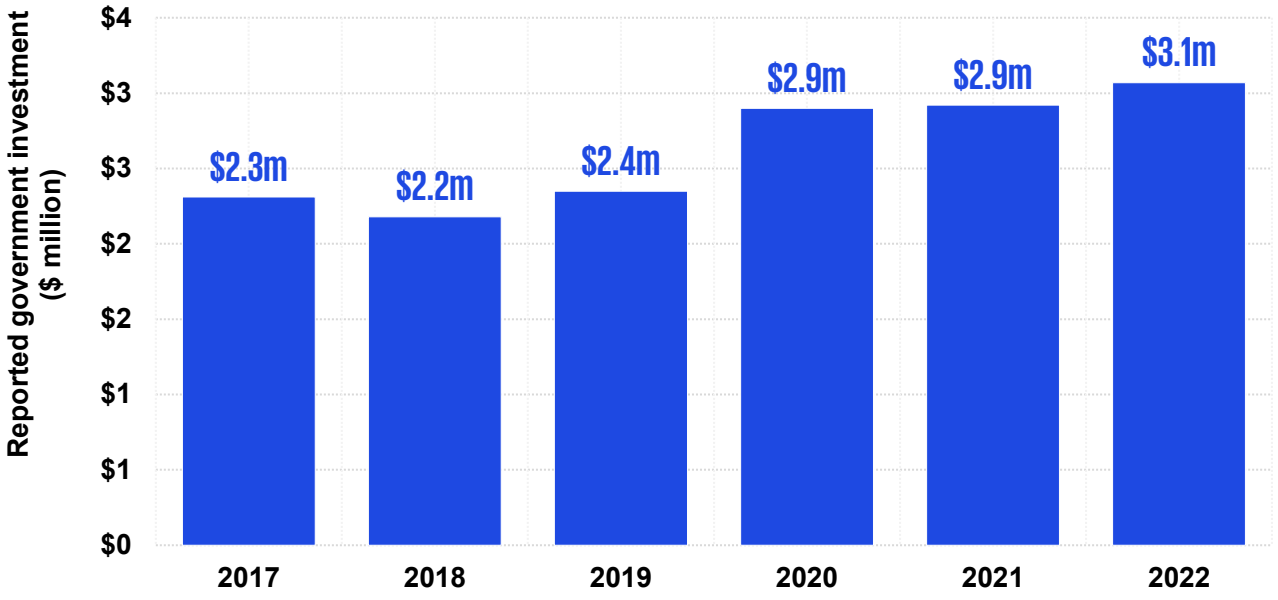
- **labour and employment services** which included services for supporting community members to enter the labour market and attain sustainable employment (refer to **page 82** for further information); and
- **social security and welfare supports** which included a range of payments to community members experiencing vulnerability and disadvantage (refer to **page 86** for further information).

These services were closely aligned to progressing Targets 7 and 8 under the National Agreement on Closing the Gap.

Commonwealth and Queensland Governments reported investment of approximately **$16 million** between 2017 and 2022 . The largest funders were identified to be:

- **National Indigenous Australians Agency (Cth)** reporting $15 million of investment or 94% of total investment;
- **Department of Social Services (Cth)** reporting $1 million or 10% of total investment;
- **DESBT (Qld)** reporting $13,900 or less than 1% of total investment; and
- **DCHDE (Qld)** reporting less than $10,000 or less than 1% of total investment.

*Figure 26: Annual investment in Employment and Economic Participation (2017 to 2022)**



Source: KPMG (2023) based on data provided by government agencies.
*Note: The Department of Social Services (Cth) was unable to provide data relating to income support payments.

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2.2 Employment and Economic Participation

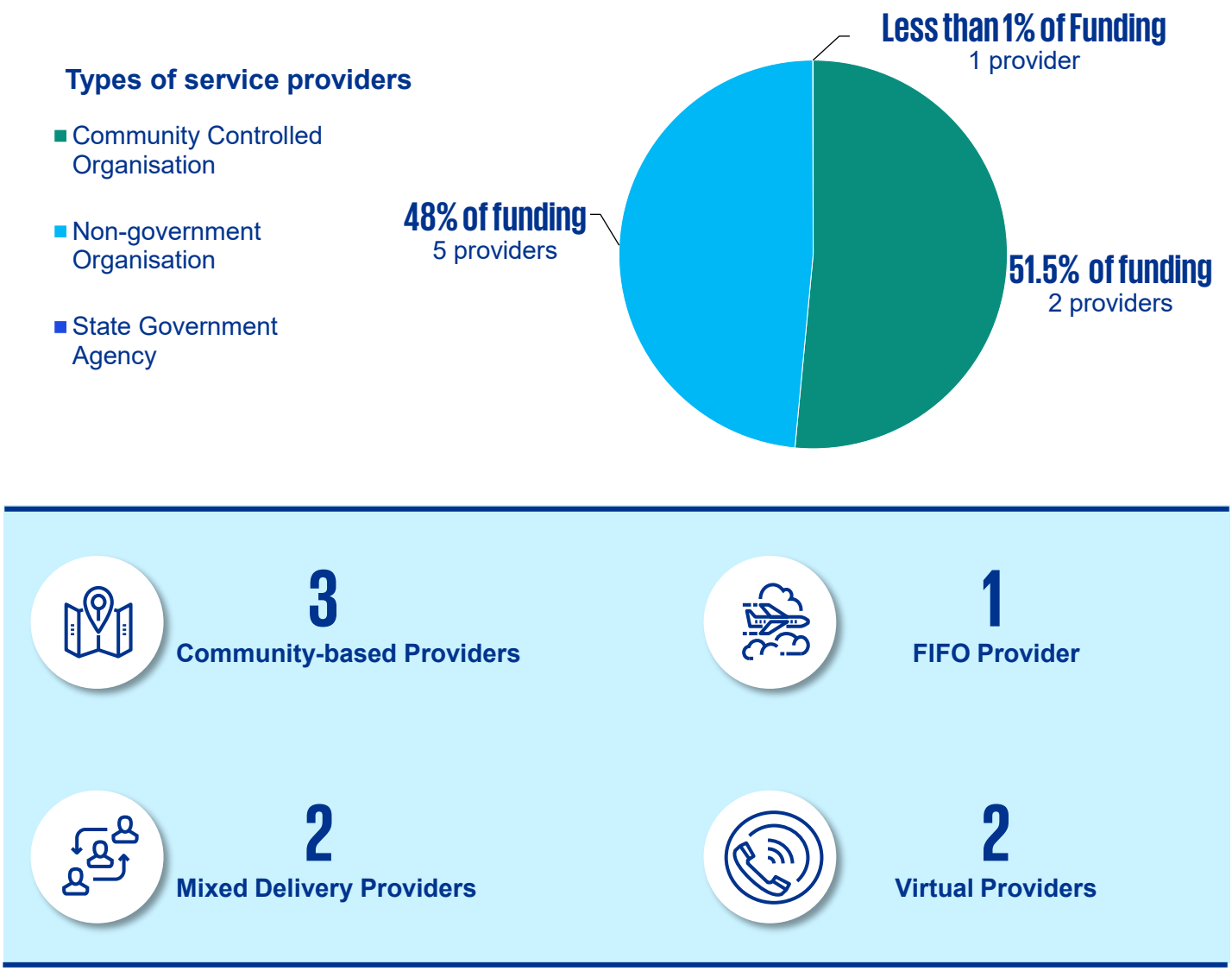
Types of Service Providers and Delivery Models

As shown in **Figure 27**, government investment between 2017 and 2022 was targeted at different types of service providers, including:

- **Community Controlled Organisations** – Two service providers received approximately 51.5% of total funding;
- **Non-government Organisations** – Five service providers received approximately 48% of total funding; and
- **State Government Agencies** – One service provider received less than 1% of total funding.

Services were predominantly delivered through community-based models on Mornington Island. Importantly, community members highlighted the value of services being provided on Mornington Island to create pathways to employment. They expressed a preference for gaining employment on Mornington Island to support their families and contribute to the local economy.

Figure 27: Overview of different service provider types and delivery models on Mornington Island



Source: KPMG (2023) based on data provided by government agencies.
*Note: The Department of Social Services (Cth) was unable to provide data relating to income support payments.

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2.2 Employment and Economic Participation

Labour and Employment Services

As shown in **Figure 28**, KPMG identified three service providers supporting job seekers on Mornington Island. These services were focused on connecting community members with skilling and employment pathways. In particular, stakeholders noted the following strengths of service provision:

- the catering to different needs of job seekers to align with their interests and varying levels of job readiness;
- the building of partnerships between service providers on Mornington Island to identify skilling and employment opportunities (e.g., Mornington Island State School and Mornington Shire Council); and
- the wrap-around support offered by service providers to help community members navigate the broader social security and welfare system (e.g., accessing Centrelink, completing forms, managing personal finances).

The following challenges and opportunities for improvements were identified by stakeholders in relation to labour and employment services:

- the difficulties in delivering consistent services in the context of ever-changing program requirements (e.g., income support mutual obligations during the pandemic);
- the broad range of socio-economic barriers which influenced the capacity of community members to participate in the workforce (e.g., physical health impairments);
- the regulatory barriers to employment that disproportionately affect First Nations peoples (e.g., Blue Card requirements, identification, place of residence); and
- the limited number and range of training and employment opportunities available on Mornington Island.

Figure 28: Overview of the service providers in labour and employment services

Provider Overview

Bynoe CACS

1 Commonwealth Program

N.R. Queensland Programs

- Community Development Program provider
- Key point of contact for jobseekers and employers
- Support to build skills and address barriers to employment

Community-based

DESBT

N.R. Commonwealth Programs

1 Queensland Program

- Engagement and consultation with the local community

Community-based

Source: KPMG (2023) based on data provided by government agencies. N.R. = Not Reported.

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2.2 Employment and Economic Participation

Labour and Employment Services (cont.)

Figure 28: Overview of the service providers in labour and employment services (cont.)

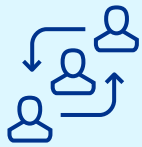
Provider Overview

Multiskill Centre Ltd

1
Commonwealth Program

N.R.
Queensland Programs

- Employment support services



Mixed model

Jobfind Centres Australia Pty Ltd

1
Commonwealth Programs

N.R
Queensland Program

- Previous provider of the Community Development Program (contract ended in 2020)

Community-based

Source: KPMG (2023) based on data provided by government agencies. N.R. = Not Reported.

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2.2 Employment and Economic Participation

Case Study

Challenges with Blue Card Requirements

Community members spoke widely about the barriers associated with meeting Blue Card requirements to gain employment. In particular, community members expressed that the application process was challenging and re-traumatising due to a number of factors, including:

- the limited support available to explain the Blue Card process and when it applies to roles;
- the complexities around formal documentation as to identity – particularly where community members were unable to produce a birth certificate or any other form of identification;
- the disproportionately high rates of 'lower level' convictions within the community for alcohol-related offences; and
- the potential distress and shame associated with reliving and disclosing historical convictions.

Case Study

Safe Children and Strong Communities Strategy and Action Plan for the Blue Card System

In June 2021, Blue Card Services within the Department of Justice and Attorney-General (Qld) launched the *Safe Children and Strong Communities: A Strategy and Action Plan for Aboriginal and Torres Strait Islander peoples and organisations accessing the Blue Card System*. The following initiatives were outlined by Blue Card Services and were in the process of being implemented at the time of KPMG's Final Report:

- the development of ongoing relationships with trusted community advisors (Blue Card Champions) to provide support with Blue Card requirements;
- the co-design and pilot of the Blue Card Liaison Officer project to trial the use of dedicated individuals in First Nations communities to assist applicants in navigating the Blue Card system; and
- the audit of internal government policies in relation to Blue Card requirements to address any potential over-compliance issues.

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2.2 Employment and Economic Participation

Case Study

Regional Support and Engagement by DESBT

As a part of non-program specific activities, staff from DESBT's North Queensland Regional Office have travelled to Mornington Island on a quarterly basis. The purpose of these engagement activities has been to provide support and access to training and employment programs.

In particular, DESBT targeted engagement and support towards:

- the Mornington Shire Council, including elected Councillors, executive and management staff, apprentices and trainees;
- the Mornington Island State School and Registered Training Organisations;
- the community-based (not-for-profit) organisations and small business owners; and
- Elders and community representatives.

Case Study

Tailoring Work-like Activities to Job Seekers

At the time of KPMG's project, the Community Development Program was delivered by Bynoe CACS on Mornington Island. Through its partnerships in the community, Bynoe CACS supported job seekers to participate in work-like activities and placements in real work settings. These activities and placements were tailored to the preferences of individual job seekers and included:

- the building of park benches and tables for the broader community;
- the preservation of the grounds of other service providers; and
- the development and upkeep of a garden nursery.

The ultimate aim of these activities was to support work-readiness through the acquiring of new skills and experiences.

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2.2 Employment and Economic Participation

Social Security and Other Welfare Supports

KPMG identified a range of social security and other welfare supports provided to community members on Mornington Island (see **Figure 29**). Stakeholders considered these services to be critical to the livelihood and financial security of a large proportion of the community. In particular, community members valued:

- the assistance provided to community members to access social security and other welfare supports through online platforms (e.g., MyGov and Centrelink); and
- the budgeting and banking support provided to community members to help manage their financial affairs.

The following challenges and opportunities for improvements were identified by stakeholders in relation to labour and employment services:

- the rising cost of living on Mornington Island and the challenges with financially providing for large family groups; and
- the complexity of the eligibility requirements and the difficulty for some community members in providing the required documentation (e.g., birth certificates, proof of income, place of residence, etc).

*Figure 29: Overview of the service providers in social security and welfare supports**

Provider Overview

54 Reasons

1 Commonwealth Program	N.R. Queensland Programs	• Financial literacy education • Budgeting support • Assisting with financial difficulties	Mixed model

Salvation Army Property Trust

N.R. Commonwealth Programs	1 Queensland Program	• Immediate and short-term financial support / assistance for those experiencing financial hardship	Virtual

St Vincent de Paul Society of Queensland

N.R. Commonwealth Programs	1 Queensland Program	• Immediate and short-term financial support / assistance for those experiencing financial hardship	Virtual

Source: KPMG (2023) based on data provided by government agencies. N.R. = Not Reported.
*Note: The Department of Social Services (Cth) was unable to provide data relating to income support payments.

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2.2 Employment and Economic Participation

Analysis of Service Gaps

Figure 30 below summarises the priority services required on Mornington Island in the Employment and Economic Participation Building Block. KPMG consulted with stakeholders and reviewed the data reported by government to identify any potential gaps in service delivery. Based on this analysis, no priority Employment and Economic Participation services were identified as potential gaps.

Refer to **page 89** for analysis of the effectiveness of services in the Employment and Economic Participation Building Block.

*Figure 30: Overview of potential service gaps on Mornington Island**

Priority Service	Delivery Status	Commentary
Employment services	✓ Delivered	Service delivered by a range of service providers, including Bynoe CACS, DESBT, and Multiskill Centre Ltd.
Assistance to the unemployed	✓ Delivered	Service delivered by the Department of Social Services.
Concessions and allowances to low-income earners	✓ Delivered	Service delivered by the Department of Social Services.
Other assistance, concessions and allowances	✓ Delivered	Service delivered by Department of Social Services, 54 Reasons, Salvation Army Property Trust and St Vincent de Paul Society of Queensland.

Legend ✓ Service delivered to Mornington Island ! Potential service gap for Mornington Island

Source: KPMG (2023) based on data provided by government agencies.
*Note: The Department of Social Services (Cth) was unable to provide data relating to income support payments.

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2.2 Employment and Economic Participation

Analysis of Service Duplications

As part of its analysis, KPMG identified a range of services targeting similar employment and economic participation outputs and outcomes:

- Employment services – data and desktop review indicated that three service providers were delivering complementary services to inform, support and employ community members on Mornington Island; and
- Other assistance, concessions and allowances – data and desktop review indicated that two service providers were potentially duplicating effort in the provision of Emergency Relief Grants. Further investigation by the Queensland Government may be required to confirm that the service providers are targeting different cohorts.

*Figure 31: Overview of potential service duplications on Mornington Island**

Priority Service	Duplication Status	Commentary
Employment services	✓ Complementary	The following service providers were identified in the data collection process as delivering complementary services: • **Multiskill Centre Ltd** was funded by the National Indigenous Australians Agency to deliver a First Nations language program to support the employment of community members. • **Bynoe CACS** was funded by the National Indigenous Australians Agency to support job seekers find employment. • **DESBT** was funded through its DESBT Regional Engagement Activities Program to travel to Mornington Island to provide information to job seekers and employers. Desktop review of the programs indicated that the service providers were delivering complementary services to job seekers.
Other assistance, concessions & allowances	! Potential service duplication	The following service providers were identified in the data collection process as delivering potentially duplicative services: • **St Vincent de Paul Society of Queensland** was funded by the DCHDE to deliver short-term financial assistance in response to personal crises or vulnerability. • **Salvation Army Property Trust** was funded by DCHDE to deliver short-term financial assistance in response to personal crises or vulnerability. Desktop review of the programs indicated that the service providers may have overlapped in servicing the same vulnerable cohort on Mornington Island. Further analysis of service provision would be required to confirm this observation.

Legend ✓ Complementary service ! Potential service duplication

Source: KPMG (2023) based on data provided by government agencies.
*Note: The Department of Social Services (Cth) was unable to provide data relating to income support payments.

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2.2 Employment and Economic Participation

Service Effectiveness in Employment and Economic Participation

Target 8 under the National Agreement on Closing the Gap aims to increase the employment of First Nations peoples. Employment is linked to providing direct economic benefit to individuals and families, including financial security, increased social mobility and access to higher standards of living.

In analysing the effectiveness of services in the Employment and Economic Participation Building Block, KPMG reviewed trends in the proportion of residents participating in the labour force over time. As shown in **Figure 32**, the labour force participation rate declined between 2011 and 2021 from 38.2% to 27.4% of persons employed. The industries with the three largest reductions in employment by number were:

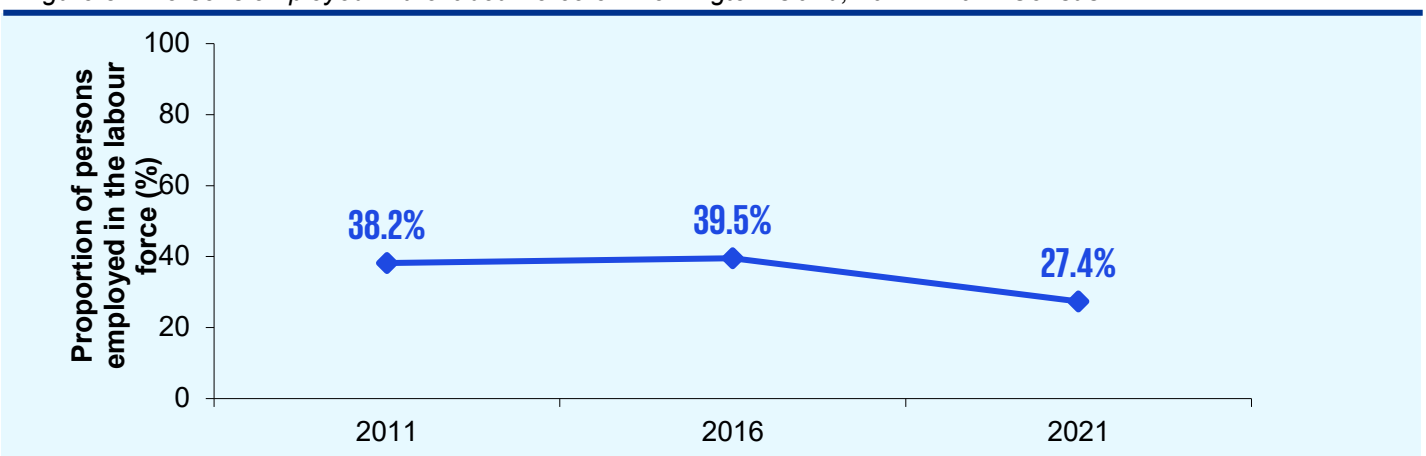
- healthcare and social assistance;
- accommodation and food services; and
- construction.

Whilst KPMG was unable to evaluate causality and statistical significance, the results of this analysis indicated a potential decline in the effectiveness of employment services. Stakeholders identified a wide range of factors that had likely contributed to reduced labour force participation:

- the impact of the COVID-19 pandemic and its disruption to the labour market on Mornington Island;
- the limited investment by government to support locally-generated entrepreneurial activities and create long-term employment opportunities;
- the broader socio-economic factors that have disproportionately impacted the ability of community members to engage in the workforce (e.g., low literacy and numeracy skills, poor physical and mental health, criminal histories).

In this context, stakeholders reported that the effectiveness of employment services could be strengthened through improvements in other areas of the service system. In particular, stakeholders highlighted that the low jobs growth on Mornington Island required targeted investment to create employment opportunities for community members. It was also observed that this investment needed to be complemented with the increased availability of training opportunities on Mornington Island to enable community members to attain the necessary skills to participate in the workforce. Further, improvements in the primary health and community justice services on Mornington Island would support community members to address some of the broader barriers to employment (e.g., better prevention and management of chronic health conditions, increased social and emotional wellbeing, reduced contact with the criminal justice system, increased support for community members with criminal histories to complete pre-employment checks).

Figure 32: Persons employed in the labour force on Mornington Island, 2011 – 2021 Census



Source: ABS, Census of Population and Housing, 2021, Time Series Profile - T33.

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2.2 Employment and Economic Participation

Service Effectiveness in Employment and Economic Participation

In context of the observed trends in employment outcomes, KPMG has sought to understand the factors that may be influencing the effectiveness of service provision. The following page of this section of the report have summarised KPMG's review of whether:

- the appropriate mix of activities and outputs have been funded by government to improve outcomes; and
- the policies and services have been co-designed and co-implemented in partnership with community.

Appropriateness of government investment

Between 2017 and 2022, the Commonwealth and Queensland Governments funded programs targeted at supporting community members to participate in the workforce. In particular, government investment focused on:

- supporting job seekers in remote Australia to build skills and address barriers to employment through the Community Development Program;
- providing financial assistance to community members in response to personal crises or vulnerability; and
- providing support and social security payments to eligible recipients.

Desktop review and stakeholder consultations indicated that investment had funded the essential employment and economic participation services. However, stakeholders identified the following areas of opportunity for improved government investment:

- the Commonwealth and Queensland Governments working in genuine partnership with the Mornington Shire Council and community to identify and invest in opportunities for economic development and job creation;
- the provision of financial supports or wage subsidies to employers to hire community members seeking to enter the labour force;
- a dedicated person within the community to assist with Blue Card applications and other employment requirements (e.g., identification, background and screening checks) in collaboration with the Mornington Shire Council and the local Community Justice Group; and
- a cross agency and community-led initiative to investigate and address the broader barriers to community members participating in the workforce.

Community input in the design and delivery of services

Desktop review and stakeholder consultation indicated that government and service providers shared a growing commitment to designing policies and services in collaboration with the community. In particular, DESBT has funded the Local Government Association of Queensland (LGAQ) to deliver the Indigenous Capacity Building project since 2015. This project is an industry-led collaborative approach and that fosters partnership between LGAQ, Indigenous Councils (including Mornington Island Shire Council) and First Nations small businesses and trainers. The project is aimed at building workforce capacity and supporting local job outcomes. Key aims include:

- facilitating a cross-agency approach to addressing the workforce requirements in each community;
- identifying workforce capacity and current and future capability needs; and
- delivering culturally appropriate job-focused skills training.

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2.3 Seniors

This section of the Final Report presents the current government expenditure on seniors inclusive of:

- **home care services;**
- **short-term and flexible aged care; and**
- **residential aged care.**

Commonwealth and Queensland Governments reported expenditure of $13 million on aged care and supports for older people between 2017 and 2022. This represented approximately 4% of the $326 million total expenditure reported for all Building Blocks.

$13 million

reported and attributable to Mornington Island for aged care and supports for older people between 2017 and 2022.

4 per cent

of reported government expenditure between 2017 and 2022 was attributable to Mornington Island for aged care and supports for older people.

2 Funding Agencies

7 Programs

3 Service Providers

7 Service Types

33%

of providers were community-controlled

33%

of providers were community-based

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2.3 Seniors

Reported Investment by Government

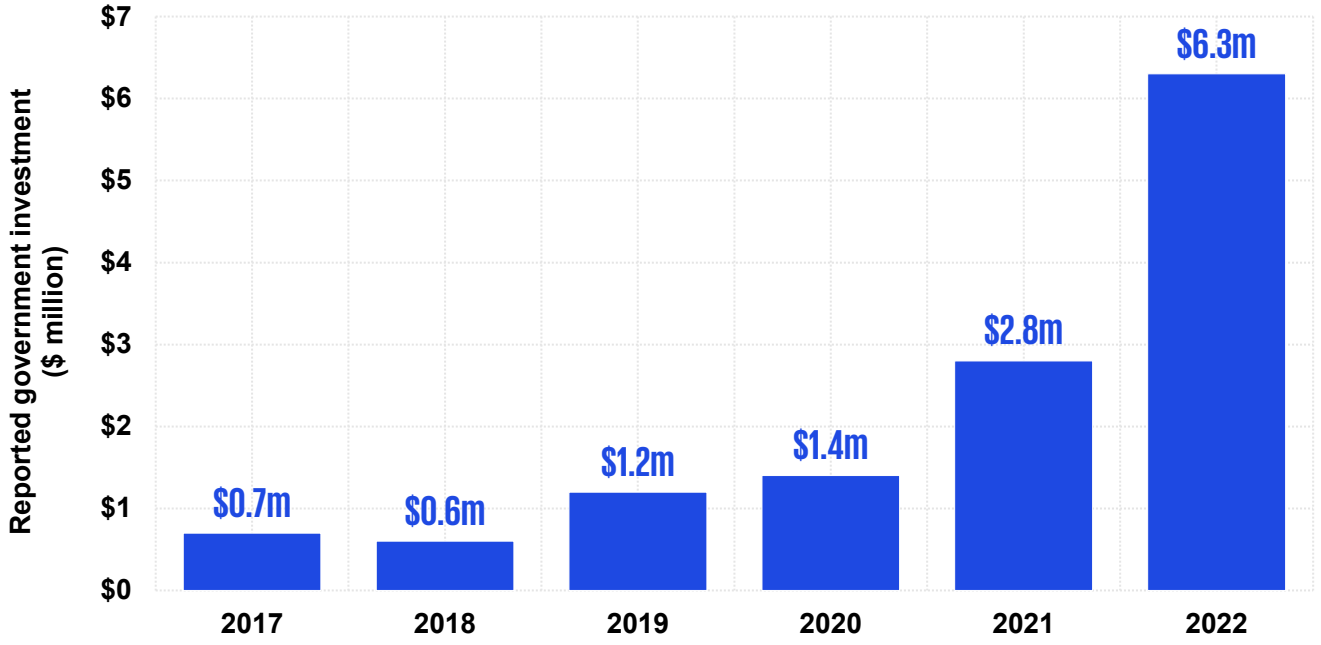
The Seniors Building Block aims to provide high quality, safe and culturally appropriate care to older people. KPMG identified the following components of the Building Block that were delivered on Mornington Island between 2017 and 2022:

- **in-home and out-of-home care services** which included the provision of flexible residential aged care, domestic assistance, personal care, social supports and transportation (refer to **page 94** for further information); and
- **supports for older people** which comprised of one telephone service to support older people to access information and advice (refer to **page 95** for further information).

Commonwealth and Queensland Governments reported investment of approximately **$13 million** between 2017 and 2022. During this period, annual investment increased by approximately 80% from $0.7 million in 2017 to $6.3 million in 2022. The largest funders of this Building Block were:

- **Department of Health and Aged Care (Cth)** reporting $13 million or 99.9% of total investment; and
- **Department of Seniors, Disability Services and Aboriginal and Torres Strait Islander Partnerships (Qld)** reporting less than $10,000 or less than 1% of total investment.

Figure 33: Annual investment in Aged Care (2017 to 2022)



Source: KPMG (2023) based on data provided by government agencies.

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2.3 Seniors

Types of Service Providers and Delivery Models

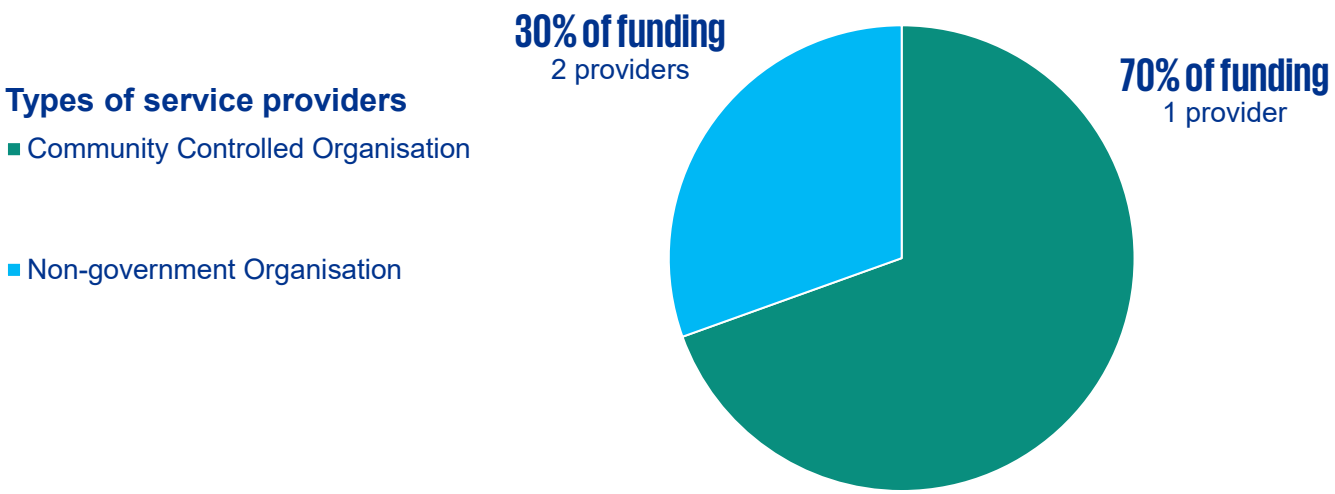
As shown in **Figure 34**, government investment between 2017 and 2022 was targeted at two different types of service providers, including:

- **Community Controlled Organisations** – One service provider received approximately 70% of total funding; and
- **Non-government Organisations** – Two service providers receiving approximately 30% of total funding.

Stakeholders highlighted the importance of delivering community-based aged care services. Community members valued their Elders remaining on Country and continuing to provide their cultural leadership to future generations on Mornington Island.

> "Elders want to see their own people. They want to sit and yarn with the community. It puts a smile on their face." **Community Member, Mornington Island**

Figure 34: Overview of different service provider types and delivery models on Mornington Island



1
Community-based Provider

0
FIFO Providers

1
Mixed Delivery Provider

1
Virtual Providers

Source: KPMG (2023) based on data provided by government agencies.

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2.3 Seniors

In-Home and Out-of-Home Aged Care Services

As shown in **Figure 35**, KPMG identified two service providers delivering in-home and out-of-home aged care on Mornington Island. In January 2021 the Kuba Natha Hostel transitioned to the community-controlled sector. This transition was proposed to support the provision of culturally-safe and holistic aged care for older people. As of June 2023, the current residential aged care provider will cease operation on Mornington Island.

Stakeholders identified the following strengths associated with independent living assistance delivered on Mornington Island:

- the provision of community-based aged care enabled the community to remain connected to their Elders and ensured the continuation of cultural teachings;
- the community-controlled model for aged care aligned with the community's aspirations for increased ownership of the delivery of care for their Elders; and
- the transport services were highly valued by community members as it facilitated community access and social inclusion.

The following challenges were noted during stakeholder consultation, in regard to the delivery of independent living assistance on Mornington Island:

- the higher operating costs and smaller service size impacted on the financial viability and sustainability of aged care services operating on Mornington Island;
- the workforce shortages across the aged care sector impacted on the supply of aged care services, with difficulties in attracting and retaining suitably qualified workforce on Mornington Island;
- the COVID-19 pandemic disrupted service provision and limited access to the Kuba Natha; and
- the absence of strong advocacy support in the community for vulnerable older people to access information, advice and support.

Figure 35: Overview of the service providers in aged care

Provider Overview

Gidgee Healing

1 Commonwealth Programs

N.R. Queensland Programs

- Residential aged care facility
- Short-term and flexible aged care

Mixed model

North West Remote Health Ltd.(NWRH)

4 Commonwealth Programs

N.R. Queensland Programs

- Domestic assistance
- Personal and home care
- Short-term and flexible aged care
- Transport services

Community-based

Source: KPMG (2023) based on data provided by government agencies.N.R. = Not Reported.

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2.3 Seniors

Support Services for Older people

KPMG identified one service provider offering virtual information and referral support services to older people on Mornington Island as part of state-wide service arrangements. Uniting Care Community provided three state-wide phone services (Seniors Enquiry Line, Elder Abuse Helpline, and Scams and Fraud Awareness) that were available to older people on Mornington Island. These tele-services offered information, advice and referral supports. Whilst these services provided access to important supports, stakeholders highlighted the preference of Elders and their families to interact with local staff especially when seeking support services.

Figure 36: Overview of the service providers delivering supports to older people

Provider Overview

Uniting Care Community

N.R.
Commonwealth Programs

3
Queensland Programs

- Information, advice and referral services

Virtual

Source: KPMG (2023) based on data provided by government agencies. N.R. = Not Reported.

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2.3 Seniors

Case Study

Elders as Carers

Elders on Mornington Island are increasingly becoming carers and taking on parenting roles to their children and young people - a reverse in traditional caring roles. This has created issues in the community and had at times impacted the health and wellbeing of Elders.

In particular, stakeholders observed that Elders invested a great deal of time, energy and resources to raise and care for an increasingly large family. However, often their children and grandchildren were unable to financially contribute to the functioning of households (e.g., paying for rent, electricity or groceries). As a result, stakeholders indicated that Elders were at an increased risk of having their financial resources drained.

Case Study

Importance of Community Participation for Elders

Elders are an important part of all First Nations communities and this is recognised in Mornington Island. Several providers, particularly the Aged Care facility and NWRH, coordinated to ensure Elders were included in community. The inclusion of Elders was important because it:

- strengthened community bonds by including all people - young to old;
- created connections and learnings that span generations and allow for knowledge and insights to be passed down; and
- ensured the Elders maintained social interactions and that their value in the community was recognised.

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2.3 Seniors

Analysis of Service Gaps

Figure 37 below summarises the priority services required on Mornington Island in the Seniors Building Block. KPMG consulted with stakeholders and reviewed the data reported by government to identify any potential gaps in service delivery. Based on this analysis, no priority aged care services were identified as potential gaps.

Refer to **page 98** for analysis of the effectiveness of services in the Seniors Building Block.

Figure 37: Overview of potential service gaps on Mornington Island

Priority Service	Delivery Status	Commentary
Domestic assistance	✓ **Delivered**	Services delivered by NWRH.
Flexible community-based or residential aged care	✓ **Delivered**	Services delivered by Gidgee Healing.
Personal care assistance	✓ **Delivered**	Services delivered by NWRH.
Residential aged care services	✓ **Delivered**	Services delivered by Gidgee Healing.
Social supports	✓ **Delivered**	Services delivered by NWRH.
Transportation services	✓ **Delivered**	Services delivered by NWRH.

Legend ✓ Service delivered to Mornington Island ! Potential service gap for Mornington Island

Source: KPMG (2023) based on data provided by government agencies.

Analysis of Service Duplications

KPMG's analysis was unable to identify any similar types of aged care and supports for older people that duplicated their target cohorts and created overlap in service provision.

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2.3 Seniors

Service Effectiveness in Aged Care Services

High-quality aged care services are essential to supporting and maintaining the health, social connectedness, wellbeing and independence of older people. In response to recommendations of the Royal Commission into Aged Care Quality and Safety, the Commonwealth Government developed Star Ratings for residential aged care. From December 2022, all aged care services in Australia received an overall Star Rating between 1 and 5 stars and ratings for four sub-categories:

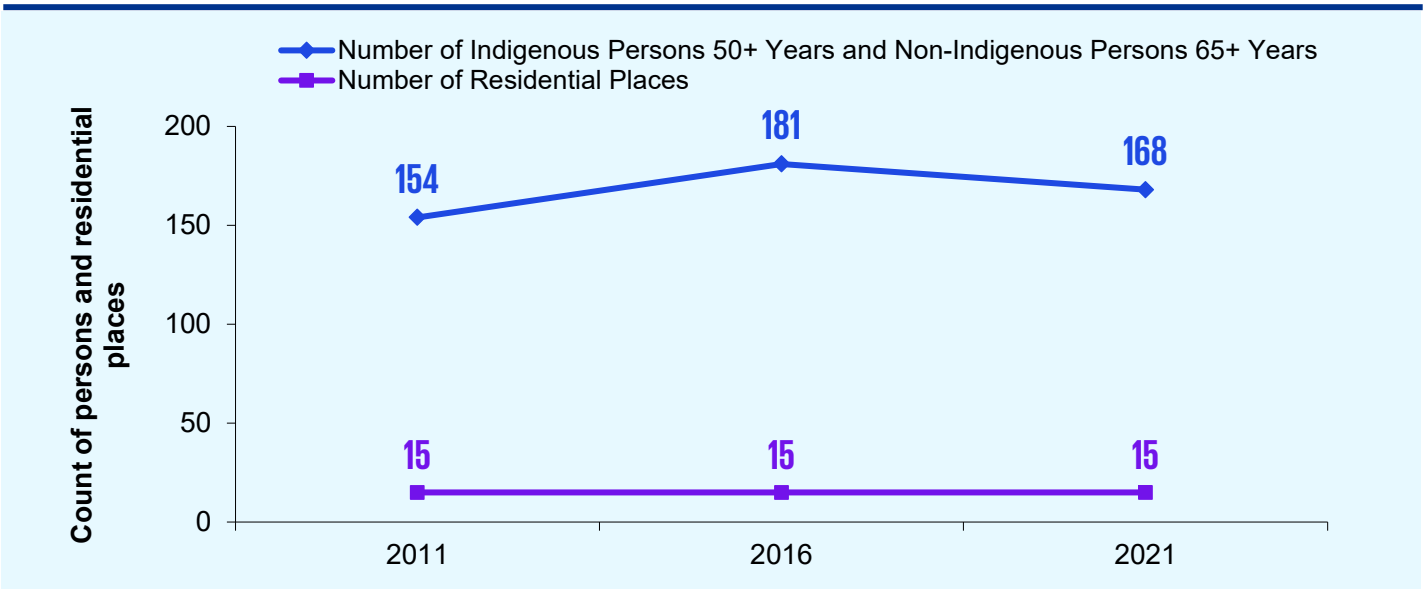
- residents' reported experiences with the delivery of care;
- compliance with the Aged Care Quality Standards;
- staffing available to meeting targets for the average care time provided to residents; and
- quality measures for five crucial areas of care (i.e., pressure injuries, physical restraint, unplanned weight loss, falls and major injury, and medication management).

The Kuba Natha Hostel was not subject to the Commonwealth Government's Star Rating process due to its arrangements under the National Aboriginal and Torres Strait Islander Flexible Aged Care (NATSIFAC) Program. The absence of the Star Ratings and other service measures from the Commonwealth Government has limited KPMG's analysis of the effectiveness of aged care services on Mornington Island. In order to provide analysis of service effectiveness, KPMG has therefore considered the number of residential places available over time relative to the number of potentially eligible community members on Mornington Island to provide an indication of unmet need. This analysis was undertaken in response to stakeholders reporting that there may be unmet need for residential aged care places on Mornington Island.

As shown in **Figure 38**, KPMG has estimated the number of potentially eligible community members for residential aged care according to the number of Indigenous persons aged 50+ years and non-Indigenous persons aged 65+ years. Between 2011 and 2021, the number of potentially eligible community members increased from 154 to 168 persons. During the same period, the number of residential aged care places remained static at 15 places.

It important to note that this analysis was conducted to provide an indication of unmet need in the absence of aged care assessment data from the Commonwealth Government. Further analysis would be required by the Department of Health and Aged Care (Cth) in collaboration with the new service provider and community members to determine the extent to which the number of residential places has been meeting community need.

Figure 38: Number of people potentially eligible for residential aged care and number of residential places, 2011 – 2021



Source: ABS, Census of Population and Housing, 2011 - 2021, TableBuilder. GEN Aged Care Data, Aged Care Service List, 2011 – 2021.

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2.3 Seniors

Service Effectiveness in Aged Care and Supports for Older People

KPMG has sought to understand the factors that may be influencing the effectiveness of aged care services and supports for older people. In particular, KPMG considered whether:

- the appropriate mix of activities and outputs have been funded by government to improve outcomes; and
- the policies and services have been co-designed and co-implemented in partnership with community.

Appropriateness of government investment

Between 2017 and 2022, the Commonwealth and Queensland Governments funded programs that were focused on:

- supporting older people to live independently and safely at home;
- providing flexible community-based and residential care; and
- providing information and referral supports through state-wide virtual delivery models.

Desktop review and stakeholder consultations indicated that investment had funded the essential aged care services and supports for older people. However, stakeholders identified the following areas of opportunity for improved government investment:

- co-designing and establishing regular community and social activities for older people;
- supporting older people to travel, stay and connect with their culture on the Traditional Homelands together with their families;
- increasing the availability of advocacy support on Mornington Island to assist older people navigate the service system and access services to meet their needs; and
- supporting the financial viability of the new residential aged care provider to deliver high quality and culturally safe services.

Community input in the design and delivery of services

With the exception of the intermittent and informal community engagement processes, stakeholders indicated that the Mornington Island community had limited input in the design and delivery of aged care services between 2017 and 2022. This signified the need to strengthen local decision-making in the design, delivery and monitoring of these services.

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2.4 Housing

This section of the Final Report presents the current government expenditure on housing inclusive of:

- **homelessness services;**
- **social housing;**
- **affordable housing; and**
- **financial assistance.**

The Queensland Government reported expenditure of $17 million on housing between 2017 and 2022. This represents approximately 5% of the $326 million total expenditure reported for all Building Blocks.

$17 million

reported and attributable to Mornington Island for housing related services between 2017 and 2022.

5 per cent

of reported government expenditure between 2017 and 2022 was attributable to Mornington Island for housing related services.

1	1	1	3
Funding Agency	Program	Service Provider	Service Types

100%
of providers were State Government agencies

100%
of providers were FIFO

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2.4 Housing

Reported Investment by Government

The Housing Building Block aims to ensure that all community members have access to affordable, safe and appropriate housing. The provision of suitable housing is a vital determinant of wellbeing that is associated with better outcomes in health, education and employment, as well as economic and social participation.

KPMG identified the following social housing services that were delivered to over 200 households on Mornington Island between 2017 and 2022 (see **page 103** for further information):

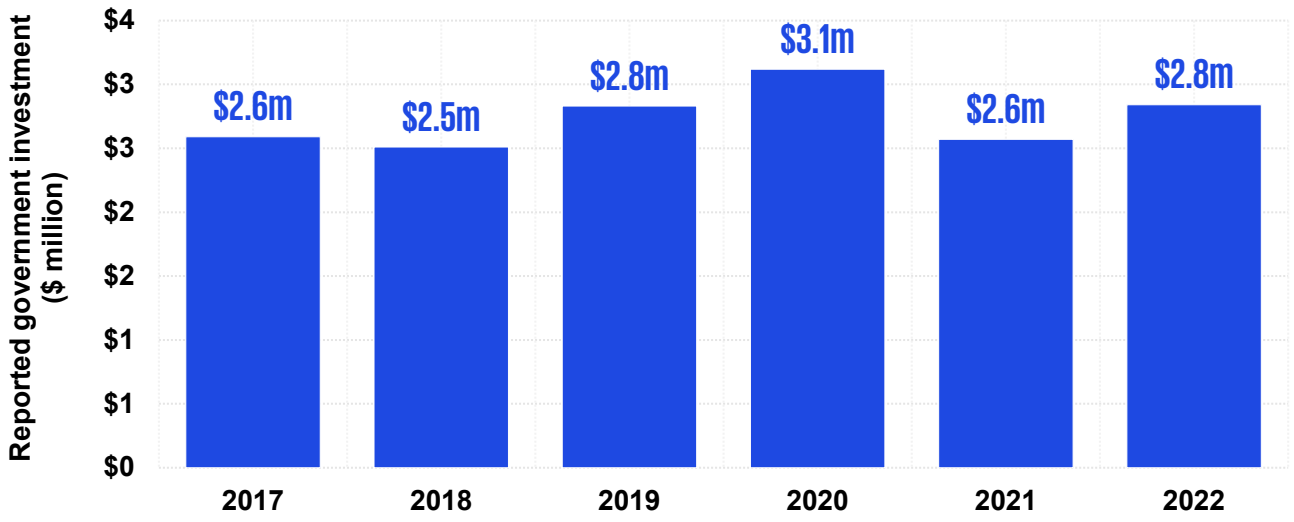
- **tenancy management services** which included the intake, assessment and ongoing management of social housing tenants;
- **property maintenance services** which included the provision of planned and emergency maintenance of social housing; and
- **asset planning services** which included the planning of social housing upgrades, developments and new builds to meet the needs of the community.

These services were closely aligned to progressing Target 9 under the National Agreement on Closing the Gap.

Based on the data provided by government agencies, approximately **$17 million** was invested in housing related services on Mornington Island between 2017 and 2022. During this period, there was variability in the annual funding amounts – particularly in response to the COVID-19 pandemic. It is also important to note that KPMG's scope for the independent audit was limited to investment in service delivery and not inclusive of capital expenditure. The Commonwealth and State Governments fund capital programs which have been excluded as per KPMG's required scope.

Department of Communities, Housing and Digital Economy (DCHDE) (Qld) was identified as the primary funder and provider of social housing services on Mornington Island. Under the National Housing and Homelessness Agreement, the Commonwealth Government was a joint funder of the social housing services delivered by DCHDE.

Figure 39: Annual investment in Housing (2017 to 2022)



Source: KPMG (2023) based on data provided by government agencies.

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2.4 Housing

Types of Service Providers and Delivery Models

As shown in **Figure 40**, government investment between 2017 and 2022 was targeted at enabling the DCHDE (Qld) to deliver social housing services to Mornington Island. Services were predominantly delivered through a FIFO model from the Mt Isa Housing Service Centre. Importantly, stakeholders highlighted the following challenges associated with receiving social housing services through a FIFO model:

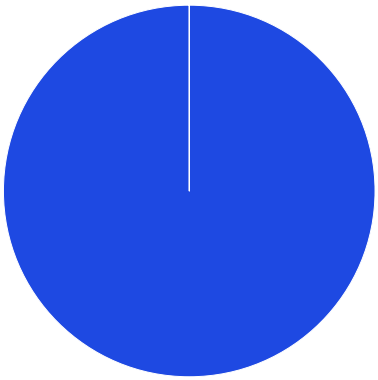
- the delays in the provision of maintenance and repair services;
- the limited recognition of the state of overcrowding on Mornington Island; and
- the inability of social housing services to connect and integrate with the broader social services system.

> "The government housing provider being based in Mt Isa and operating on a FIFO model is not an accessible model to provide support." **Community Member, Mornington Island**

Figure 40: Overview of different service provider types and delivery models on Mornington Island

Types of service providers

■ State Government Agency



100% of funding
1 provider

0
Community-based Providers

1
FIFO Provider

0
Mixed Delivery Providers

0
Virtual Providers

Source: KPMG (2023) based on data provided by government agencies.

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2.4 Housing

Social Housing Services

In 2022, services were delivered to 229 social rental dwellings on Mornington Island. These services were focused on application intake and assessment, tenancy management and referring social housing tenants to any other services required to support a housing outcome. DCHDE also funded maintenance activities for existing dwellings and conducted asset planning for current and future dwellings.

Social housing services were delivered within the context of high rates of overcrowding and homelessness on Mornington Island. In particular, stakeholders reported the following issues and constraints with the delivery of social housing services:

- the long waitlist for the allocation of housing to individuals and families;
- the limited housing stock relative to community need and the infrastructure barriers to future developments (see **pages 240-242** for further discussion on infrastructure);
- the low quality of housing in terms of meeting acceptable standards of living and enabling culturally safe living arrangements; and
- the lack of coordination and integration with other service providers to connect and provide wrap-around supports.

> "The reality is that there could be up to 23 people in one house. There are also residents that do not have homes and some people are on a 4 to 5 year waitlist for a house." **Community Member, Mornington Island**

According to stakeholders, the abovementioned issues impacted individuals and the broader community in various ways, including:

- physical health complications of overcrowding and homelessness, including infectious diseases such as rheumatic heart disease, trachoma and scabies;
- poorer mental health and the deterioration of the social and emotional wellbeing of families and individuals;
- potential exacerbation of household stress, family violence and community conflict; and
- disruption to childhood development and the ability of parents to provide a safe, nurturing and caring home environment.

Figure 41: Overview of the service providers in housing

Provider Overview

DCHDE

N.R. Commonwealth Programs

1 Queensland Program

- Tenancy management services
- Maintenance services
- Asset planning services
- Referral services

FIFO Tenancy & Maintenance Services

Source: KPMG (2023) based on data provided by government agencies. N.R. = Not Reported.
*Note: Refer to the Children, Youth and Family Building Block for discussion on the Women's Shelter and Safe House (see **page 167**).

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2.4 Housing

Analysis of Service Gaps

Figure 42 below summarises the priority services required on Mornington Island in the Housing Building Block. KPMG consulted with stakeholders and reviewed the data reported by government to identify any potential gaps in service delivery. Based on this analysis, no priority housing services were identified as potential gaps.

Refer to **page 105** for analysis of the effectiveness of services in the Housing Building Block.

Figure 42: Overview of potential service gaps on Mornington Island

Priority Service	Delivery Status	Commentary
Tenancy management services	✓ Delivered	Services delivered by DCHDE.
Property maintenance services	✓ Delivered	Services delivered by DCHDE.
Asset planning services	✓ Delivered	Services delivered by DCHDE.
Case management and / or system navigator services	✓ Delivered	Services delivered by DCHDE.
Emergency and temporary accommodation	✓ Delivered	Between 2017 and 2022, KPMG was unable to identify any service providers delivering emergency, temporary or transitional accommodation services for people experiencing homelessness.* However, as at 1 January 2023, six properties owned by DCHDE were leased to Mission Australia under the Crisis Accommodation Program to provide five units of accommodation.
Specialist homeless support services	✓ Delivered	Services delivered by DCHDE as part of its social housing program on Mornington Island.

Legend ✓ Service delivered to Mornington Island ! Potential service gap for Mornington Island

Source: KPMG (2023) based on data provided by Commonwealth, State and Local Governments.
*Note: Refer to the Children, Youth and Family Building Block for discussion on the Women's Shelter and Safe House (see **page 167**).

Analysis of Service Duplications

KPMG's analysis was unable to identify any similar types of housing services that duplicated their target cohorts and created overlap in service provision.

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2.4 Housing

Service Effectiveness in Social Housing Services

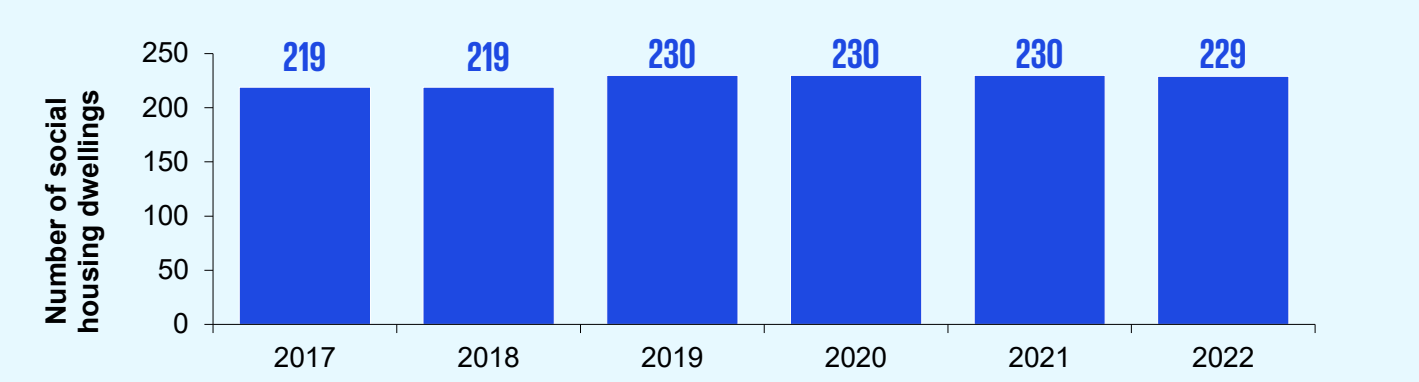
Target 9 under the National Agreement on Closing the Gap aims to support First Nations peoples to secure appropriate, affordable housing. In analysing the effectiveness of services in the Housing Building Block, KPMG has reviewed trends in:

- **the number of social housing dwellings** which grew by approximately 5% from 219 to 229 dwellings between 2017 and 2022 (see **Figure 43**); and
- **the average length of time on the housing register** which increased between 2017 and 2022 for social housing applications with moderate needs (12 months to 42 months), high needs (18 months to 63 months) and very high needs (12 months to 42 months) (see **Figure 44**).

The analysis indicated that the availability and allocation of social housing dwellings between 2017 and 2022 was unable to meet the increasing demand from the community on Mornington Island. According to stakeholders, the main factors that limited the effective provision of social housing included:

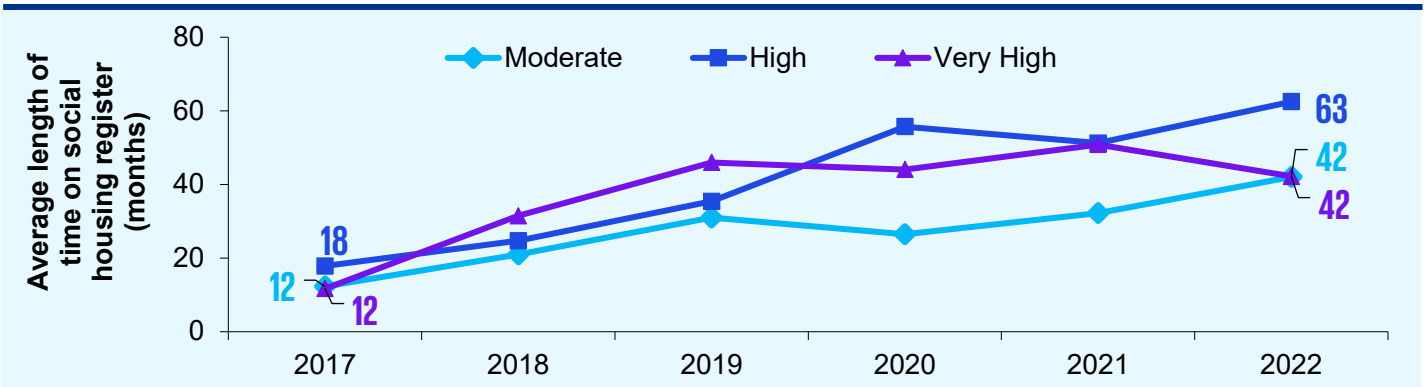
- the lengthy and complex process to plan and source government investment for the development of new social housing dwellings;
- the potentially inconsistent process to allocate social housing with the view by some community members that the criteria for priority allocation had been unfairly applied;
- the reallocation of the social housing dwelling stock had been slow to respond to vacancies; and
- the provision of maintenance services had been inadequate in the context of high rates of overcrowding.

Figure 43: Number of social housing dwellings on Mornington Island, 2017 – 2022



Source: Department of Communities, Housing and Digital Economy, Response to KPMG's Request for Data, 2022.

*Figure 44: Average number of months on the social housing register by level of need, 2016 – 2021**



Source: Department of Communities, Housing and Digital Economy, Social Housing Register, 2017 – 2022.
*Note: Analysis excludes 'Low Need' and 'TBD Need' due to the insufficient number of data points to establish a time series.

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2.4 Housing

Service Effectiveness in Housing

KPMG has sought to understand the factors that may be influencing the effectiveness of housing service provision. The following page of this section of the report have summarised KPMG's review of whether:

- the appropriate mix of activities and outputs have been funded by government to improve outcomes; and
- the policies and services have been co-designed and co-implemented in partnership with community.

Appropriateness of government investment

Between 2017 and 2022, the Commonwealth and Queensland Governments funded programs that were focused on supporting the provision of social housing on Mornington Island (i.e., tenancy management, maintenance and asset planning).

Desktop review and stakeholder consultations indicated that investment had funded the essential provision of social housing. However, stakeholders identified the following areas of opportunity for improved government investment:

- securing funding from government to ensure appropriate levels of community residential housing are constructed to overcome overcrowding;
- improving the management of the social housing register and consistently allocating housing on a standard and equitable criteria;
- optimising the use of existing housing stock by efficiently allocating vacant dwellings to housing applicants; and
- conducting a comprehensive needs assessment to determine the extent to which dedicated homelessness and crisis housing services are required on Mornington Island.

Community input in designing and delivering policies and services

DCHDE demonstrated a strong commitment to designing policies and services in collaboration with the community. In particular, DCHDE provided the following examples of community engagement and co-design as part of the independent audit:

- The **Queensland and Australian Governments** committed a total of $145 million through separate arrangements for new housing in Indigenous Councils following the completion of the National Partnership on Remote Housing in 2018. The methodology for the allocation of these funds across the 17 LGAs was developed in partnership with Mayors and council representatives.
- The **Aboriginal and Torres Strait Islander Housing Action Plan 2019–2023** (Action Plan) was focused on improving housing outcomes for First Nations peoples. Key actions included a commitment to develop place-based, community led, Local Housing Plans with communities to identify and respond to local housing challenges and priorities. A draft Local Housing Plan was provided to Mornington Shire Council on 31 May 2022, and DCHDE will continue to work with the Council to progress its development.
- **Aboriginal and Torres Strait Islander Housing Strategic Quarterly Governance Meetings** were implemented to enable direct and regular engagement with Indigenous Councils, including the Mornington Shire Council.
- The **social housing allocation policy and process** was strengthened in February 2023 for First Nations communities, including Mornington Island. The allocations policy was informed by ongoing discussions with Indigenous Councils and has supported increased transparency in decision-making and improved communications between customers, Indigenous Councils and DCHDE staff.

These activities signified an increased focus by government to enable local decision-making on social housing policy and service delivery.

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2.5 Health

This section of the Final Report presents the government expenditure on health services on Mornington Island, inclusive of:

- **public health promotion;**
- **primary and community health services;**
- **hospital services;**
- **mental health services; and**
- **ambulance and patient transport.**

Commonwealth and Queensland Governments reported expenditure of $65 million on services targeting improved health outcomes between 2017 and 2022. This represents approximately 20% of the $326 million total expenditure reported for all Building Blocks.

$65 million

reported and attributable to Mornington Island for health related services between 2017 and 2022.

20 per cent

of reported government expenditure between 2017 and 2022 was attributable to Mornington Island for health related services.

5 Funding Agencies

33 Programs

15 Service Providers

18 Service Types

27%

of providers were community-controlled

33%

of providers were community-based

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2.5 Health

Reported Government Investment

The Health Building Block aims to provide safe and quality care to improve the overall health and wellbeing of the community. For First Nations peoples, health is holistic and incorporates physical, social, emotional, cultural and spiritual wellbeing, for both the individual and community.

KPMG identified the following components of the Building Block that were delivered on Mornington Island between 2017 and 2022:

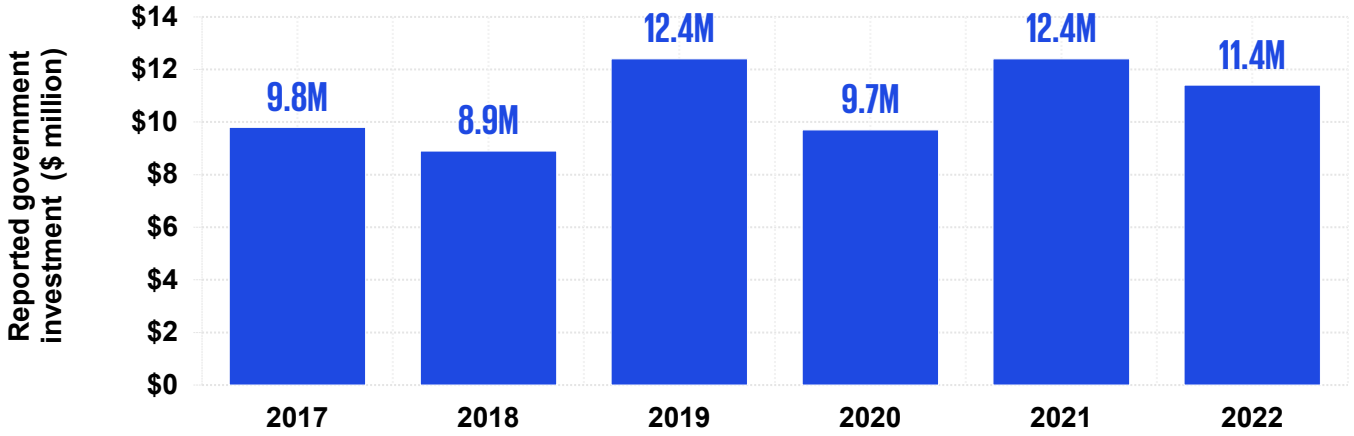
- **health promotion and protection activities** which included health protection and prevention activities to enable better health outcomes in the community (refer to **page 110** for further information);
- **primary and allied health services** which were comprised of multidisciplinary teams of health professionals to promote health, prevent illness and to support people to manage their health issues in the community (refer to **page 113** for further information);
- **hospital services** which was delivered through a Level 2 hospital under the Rural and Remote Clinical Services Capability Framework (refer to **page 115** for further information);
- **mental health services** which comprised of community-based and hospital-based care (refer to **page 116** for further information); and
- **ambulance and patient transport services** which included ambulance and aeromedical retrieval services to provide emergency patient care and patient transport (refer to **page 118** for further information).

These services were closely aligned to progressing Targets 1, 2 and 14 under the National Agreement on Closing the Gap.

Commonwealth and Queensland Governments reported investment of approximately **$65 million** between 2017 and 2022. During this period, annual investment increased by approximately 16% from $9.8 million in 2017 to $11.4 million in 2022. The largest funders of this Building Block were:

- **Department of Health (Qld)** reporting $58 million or 89.7% of total investment;
- **Department of Health and Aged Care (Cth)** reporting $4.9 million or 7.6% of total investment;
- **National Indigenous Australians Agency (Cth)** reporting $1.17 million or approximately 1.8**%** of total investment; and
- **Department of Education (Qld)** reporting $546,000 or less than 1% of total investment.

*Figure 45: Annual investment in Health (2017 to 2022)**



Source: KPMG (2023) based on data provided by government agencies.
*Note: The Department of Health and Aged Care (Cth) was unable to provide investment data for Medicare services subsidised under the Medicare Benefits Schedule.

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2.5 Health

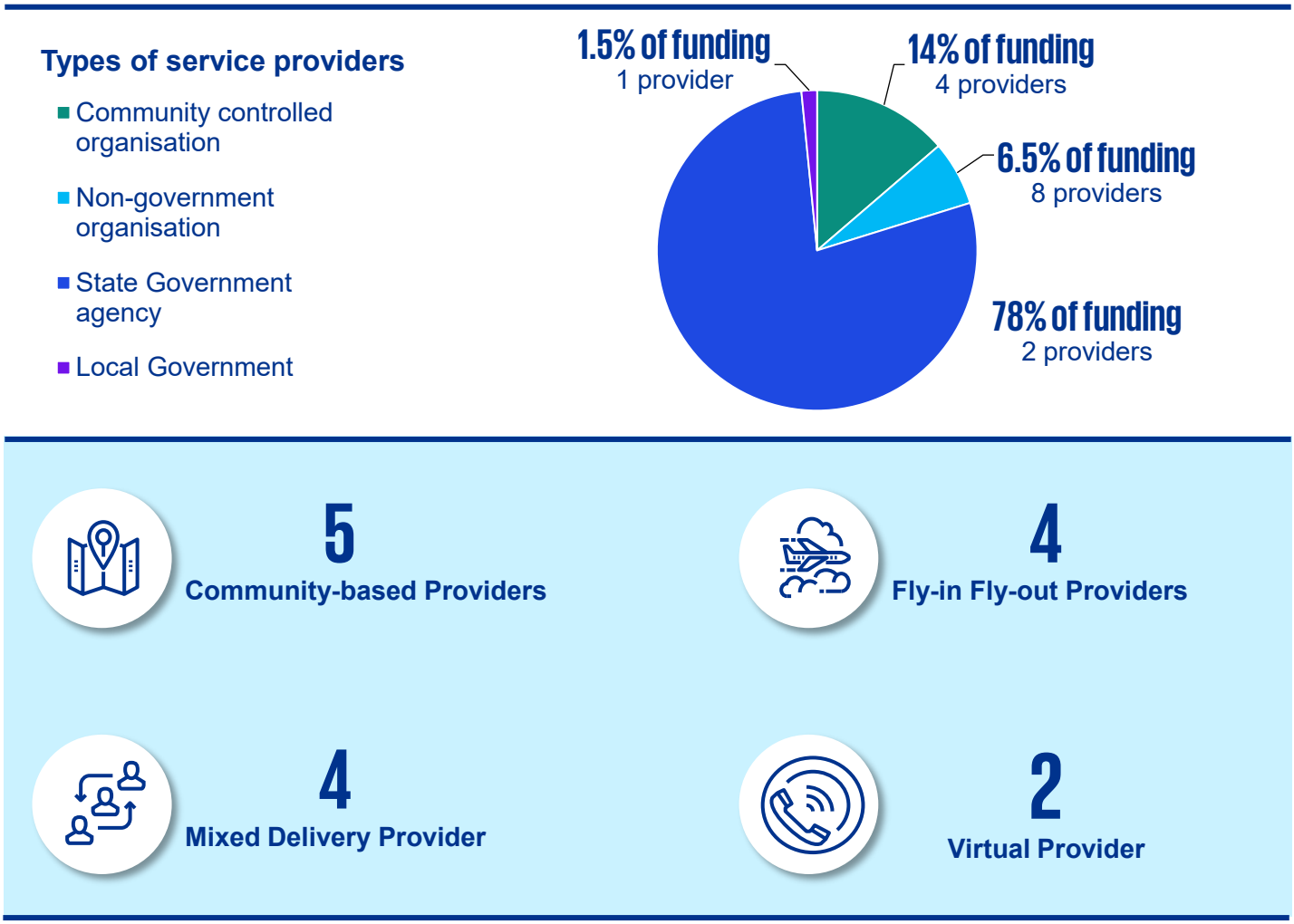
Types of Service Providers and Delivery Models

As shown in **Figure 46**, government investment between 2017 and 2022 was targeted at different types of service providers, including:

- **Community Controlled Organisations** – Four service providers received approximately 14% of total funding;
- **Non-government Organisations** – Eight service providers received approximately 6.5% of total funding;
- **State Government Agency –** Two service providers received approximately 78% of total funding; and
- **Local Government –** Mornington Shire Council received approximately 1.5% of total funding.

KPMG identified that the health services on Mornington Island were provided through a range of different community-based and outreach or FIFO delivery models. Stakeholders reported that the roles, responsibilities, service scope and delivery models of the various service providers had evolved over time in response to emerging health priorities, service gaps, and changing management practices. It was observed that there has been no standard process for communicating the evolution of these services (and/or changes to service arrangements) between the various service providers and the community, resulting in differing and at times fragmented understanding by the community of the health services available.

Figure 46: Overview of different service provider types and delivery models on Mornington Island



Source: KPMG (2023) based on data provided by government agencies.
*Note: The Department of Health and Aged Care (Cth) was unable to provide investment data for Medicare services subsidised under the Medicare Benefits Schedule.

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2.5 Health

Health Promotion and Protection Services

KPMG identified a range of service providers funded by government to deliver public health promotion and protection services on Mornington Island. These services focused on preventing disease and chronic illness through behavioural, social or environmental changes within the community.

Stakeholders noted the following strengths in relation to the health promotion services:

- the provision of health education activities had focused on key issues within the community, including alcohol and other drug misuse, tobacco use and self-care habits;
- the delivery of screening services had supported the early diagnosis and treatment of health conditions (e.g., sexually transmitted infections (STIs), skin conditions, hearing loss etc.); and
- the environmental health protection activities had focused on mitigating the risk of communicable diseases being spread through the community (e.g., draining of stagnant water to prevent the breeding of mosquitos).

The following challenges were noted during stakeholder consultation, in regard to the delivery of public health services on Mornington Island:

- the limited opportunities for the community to contribute to the design and delivery of the health promotion and protection activities on Mornington Island;
- the difficulties in building a local First Nations health workforce on Mornington Island had inhibited the delivery of appropriately tailored and culturally competent services to the community;
- the need to identify better strategies to improve health literacy and equip community members with the skills and knowledge to manage their health;
- the funding mechanisms for health promotional activities were largely grant-based for larger regions, which had led to the inconsistent delivery of services to Mornington Island; and
- there was currently no standard process for communicating service change between providers and the community, resulting in differing community understanding of the health promotion services available.

Figure 47: Overview of the service providers in health promotion and protection

Provider Overview

Gidgee Healing

7	10
Commonwealth Programs	Queensland Programs

- Immunisation and screening services (e.g., skin conditions, STIs, ear health)
- Education on healthy lifestyles and disease prevention
- Child and maternal health promotion and education activities

Mixed-delivery

Bynoe CACS

1	N.R.
Commonwealth Program	Queensland Programs

- Health education on substance misuse (particularly petrol)

Community-based

Source: KPMG (2023) based on data provided by government agencies. N.R. = Not Reported.

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2.5 Health

Public Health Promotion Services (cont.)

> "There is a lack of understanding in the community as to what chronic health disease conditions are and how to respond to episodes. Yarning circles around healthy choices would be good to implement in schools. This way we are promoting healthy habits at an early age." **Service provider, Mornington Island**

Figure 47: Overview of the service providers in health promotion and protection (cont.)

Provider Overview

Institute for Urban Indigenous Health Ltd. (Deadly Choices)

N.R. Commonwealth Programs

1 Queensland Program

- Community events and engagement activities to promote healthy lifestyles

FIFO

Mornington Shire Council

N.R. Commonwealth Programs

1 Queensland Program

- Management of environmental issues impacting health

Community-based

Royal Flying Doctors Service of Australia (RFDS)

N.R. Commonwealth Programs

2 Queensland Programs

- Child and maternal health promotion and education activities

FIFO

Youth Empowered Towards Independence Incorporated

1 Commonwealth Program

N.R. Queensland Programs

- Health promotion, health protection and disease prevention services

FIFO

Source: KPMG (2023) based on data provided by government agencies. N.R. = Not Reported.

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2.5 Health

Public Health Promotion Services (cont.)

Figure 47: Overview of the service providers in health promotion and protection (cont.)

Provider Overview

Oceana Vaccinations

1
Commonwealth Programs

N.R.
Queensland Program

- COVID-19 vaccinations

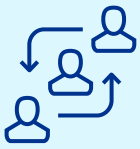
FIFO

Queensland Health*

N.R.
Commonwealth Programs

N.R.
Queensland Program

- Public health services
- Water quality management services



Mixed-delivery

Source: KPMG (2023) based on data provided by government agencies. N.R. = Not Reported.
*Note: Government did not report on investment into Queensland Health for their provision of public health and water quality management services. Stakeholder consultation identified their service delivery on Mornington Island. KPMG was unable to determine investment into the service and has not included it in the analysis of the Report..

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2.5 Health

Primary and Allied Health Services

Between 2017 and 2022, the primary and allied health services on Mornington Island were delivered to promote health, prevent illness and to support people to manage their health issues in the community. Gidgee Healing was identified as the main provider and coordinator of primary and allied health services through its Primary Health Care Centre on Mornington Island.

Stakeholders identified the following strengths associated with primary and allied health services delivered on Mornington Island:

- the child and maternal health services had supported parents, carers, and the broader community to understand the importance of breastfeeding, maternal nutrition, hearing health and strategies for managing behavioural issues;
- the provision of patient transport and medication delivery was valued by community members who were unable to access personal vehicles; and
- the provision of primary and allied health services through the Aboriginal Community Controlled model aligned with the community's aspirations for a community-led model of care.

The following challenges were noted during stakeholder consultation, in regard to the delivery of primary and allied health services on Mornington Island:

- the services to follow-up and book appointments for patients needed improvement to be more proactive in supporting patient engagement in the delivery of health services;
- the delivery of outreach or FIFO clinics for allied health and specialist care needed improvement in the coordination of service providers;
- the unclear responsibilities and limited integration of care across the non-acute and acute settings compromised the ability of service providers to deliver patient-centred and seamless services; and
- the difficulties in building a local First Nations health workforce on Mornington Island had inhibited the delivery of appropriately tailored and culturally competent services to the community.

> "There is limited integration between primary care providers and the hospital. These providers seldom share patient information between each other." **Service Provider, Mornington Island**

Figure 48: Overview of the service providers in primary and allied health

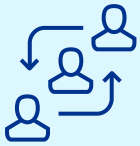
Provider Overview

Gidgee Healing*

7 Commonwealth Programs

10 Queensland Programs

- Primary healthcare services
- Aboriginal health checks and reviews
- Child and maternal health checks
- Allied health services (e.g., occupational therapy, physiotherapy, speech pathology, dietician and podiatry)
- Coordination of specialist outreach services
- Alcohol, tobacco and other drugs services



Mixed-delivery

Source: KPMG (2023) based on data provided by government agencies. N.R. = Not Reported.
*Note: An auspice arrangement was in place at the time of KPMG's project, which seeks to transition delivery of care for the Mornington Island Health Council.

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2.5 Health

Primary and Allied Health Services (cont.)

Figure 48: Overview of the service providers in primary and allied health (cont.)

Provider Overview

North West Hospital and Health Service (NWHHS)

N.R.
Commonwealth Programs

5
Queensland Programs

- Oral health services (outreach)
- Pharmacy services for the Mornington Island Hospital

Mixed-delivery

RFDS

N.R.
Commonwealth Programs

2
Queensland Programs

- Child and maternal health checks (contract ceased 30 June 2020 and transitioned in full to Gidgee Healing)

FIFO

Source: KPMG (2023) based on data provided by government agencies. N.R. = Not Reported.

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2.5 Health

Hospital Services

The Mornington Island Hospital is a remote Level 2 hospital under the Rural and Remote Clinical Services Capability Framework with eight acute inpatient beds. The facility provides 24-hour acute inpatient and accident and emergency care on Mornington Island.

Stakeholders identified the following strengths associated with hospital-based care delivered on Mornington Island:

- the Mornington Island Hospital built a strong and trusted relationship with community members and leaders through its provision of accessible, patient-focused and responsive services;
- the recruitment of an Aboriginal Health Worker at the Mornington Island Hospital contributed to the more holistic provision of care for community members; and
- the provision of education, training, and development for staff supported the delivery of a culturally-informed, evidence-based practice.

The following challenges were noted during stakeholder consultation, in regard to the delivery of hospital-based care on Mornington Island:

- the Mornington Island Hospital experienced high turnover of staff and chronic workforce shortages which limited its capacity to sustainably deliver services;
- the unclear responsibilities and limited integration of care across the non-acute and acute settings compromised the ability of service providers to deliver patient-centred and seamless services; and
- the role of the Mornington Island Hospital had not been well communicated to the community which resulted in a large number of 'GP walk-ins' that should be accessing primary health services.

Figure 49: Overview of the service providers for hospital-based care

Provider Overview

NWHHS

N.R.
Commonwealth Programs

5
Queensland Programs

- Eight acute inpatient beds
- Outpatient care (e.g., two renal chairs for self-dialysis)
- Emergency care
- X-ray services
- Services for crisis mental health presentations
- Alcohol, tobacco and other drugs services
- Midwifery and women's health services
- Pharmacy services
- Morgue services

Mixed-delivery

Source: KPMG (2023) based on data provided by government agencies. N.R. = Not Reported.

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2.5 Health

Mental Health Services

Community-based mental health services were delivered to individuals with risk or diagnosis of a mild to moderate mental illness. Acute mental health services were provided through the Mornington Island Hospital, which also provided support for alcohol and other drugs. Gambling support services were also delivered through two non-government organisations.

Stakeholders identified the following strengths associated with the delivery of mental health and alcohol and other drug services:

- the community-based mental health services delivered by NWRH was multidisciplinary and comprised of a range of professions, including psychologists and wellbeing clinicians;
- the mental health service at the Mornington Island Hospital was valued by the community as an important and accessible location to seek crisis support; and
- the alcohol and drug services in combination with changes in alcohol management had support community members to reduce the consumption of homebrew and develop responsible drinking habits.

The following challenges were noted by stakeholder consultation in relation to service delivery:

- the delivery of low to moderate mental health supports largely through a FIFO model inhibited the capacity and ability to provide consistent and responsive care;
- the absence of a youth-focused community service that provided information, screening and supports for the improvement of the mental health of young people;
- the limited integration of services across the care continuum on Mornington Island; and
- the absence of targeted suicide prevention strategies or services that support people at risk of suicide, following a suicide attempt or during suicide crisis.

As noted by Queensland Health, the actions under *Better Care Together* are aimed at addressing or mitigating some of these challenges and should be considered in planning and delivering services on Mornington Island.

Figure 50: Overview of the service providers in mental health services

Provider Overview

NWHHS

N.R. Commonwealth Programs

5 Queensland Programs

- Hospital-based mental health services for crisis presentations
- Alcohol and other drug services

Mixed-delivery

NWRH

2 Commonwealth Programs

N.R. Queensland Programs

- Community-based mental health services
- Brief interventions and counselling

Community-based

Source: KPMG (2023) based on data provided by government agencies. N.R. = Not Reported.

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2.5 Health

Mental Health Services (cont.)

Figure 50: Overview of the service providers in mental health services

Provider Overview

Centacare North Queensland

2 Commonwealth Programs

1 Queensland Program

- Gambling support services
- Community mental health services
- National psychological support

Mixed-delivery

Relationships Australia (QLD)

N.R. Commonwealth Programs

1 Queensland Program

- Gambling support services

Virtual

Lives Lived Well

1 Commonwealth Programs

N.R. Queensland Program

- Community mental health services

Virtual

Rhealth Ltd

1 Commonwealth Programs

N.R. Queensland Program

- Community mental health services
- Residential aged care mental health services

Mixed-delivery

Source: KPMG (2023) based on data provided by government agencies. N.R. = Not Reported.

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2.5 Health

Ambulance and Patient Transport Services

KPMG identified two service providers funded by government to deliver patient transport services to Mornington Island. The Queensland Ambulance Service (QAS) has a station on Mornington Island and responded to emergency medical events. RFDS provided aeromedical retrieval services for patients who required evacuation to other hospitals in Queensland for treatment.

Stakeholders identified the following strengths associated with ambulance and patient transport services delivered on Mornington Island:

- the strong commitment from service providers to deliver cultural competency training to staff to assist in their delivery of culturally safe and appropriate care; and
- the effective integration between the QAS, Mornington Island Hospital and the RFDS to ensure that community members were transferred to facilities off-island if required.

The following challenges were noted during stakeholder consultation, in regard to the delivery of ambulance and patient transport services on Mornington Island:

- the difficulties in building a local First Nations health workforce for the QAS station on Mornington Island;
- the growing cost of service delivery which was risking the sustainability of patient retrieval services in remote locations such as Mornington Island; and
- the limited availability of repatriation flights for patients returning to Mornington island.

> "We are working hard towards engaging with Indigenous staff and patients but there is no formal program to understand the culture. We have engaged with some people in the past around developing a cultural awareness program - we have noticed that understanding language can go a long way when talking to Indigenous patients." **Service Provider, Mornington Island**

Figure 51: Overview of the service providers in ambulance and patient transport

Provider Overview

QAS

N.R.	1
Commonwealth Programs	Queensland Program

- Ambulance and patient transport services
- Coordination of aeromedical retrievals and repatriation of patients requiring medical support in conjunction with Retrieval Services Queensland

Community-based

RFDS*

N.R.	2
Commonwealth Programs	Queensland Program

- Aeromedical evacuations and patient transport
- Inter-hospital transfers

FIFO

Source: KPMG (2023) based on data provided by government agencies. N.R. = Not Reported.
*Note: Government did not report on investment into RFDS for their provision of aeromedical evacuations and patient transfers. Stakeholder consultation identified their service delivery on Mornington Island. KPMG was unable to determine investment into the service and has not included it in the analysis of the Report.

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2.5 Health

Analysis of Service Gaps

Figure 52 below summarises the priority services required on Mornington Island in the Health Building Block. KPMG consulted with stakeholders and reviewed the data reported by government to identify any potential gaps in service delivery. Based on this analysis, 'crisis or emergency mental health services' were identified as a potential gap for Mornington Island.

Refer to **page 123** for analysis of the effectiveness of services in the Health Building Block.

Figure 52: Overview of potential service gaps on Mornington Island

Priority Service	Delivery Status	Commentary
Immunisation services	✓ Delivered	Services delivered by Gidgee Healing and RFDS.
Healthy lifestyle services	✓ Delivered	Services delivered by a range of providers including Bynoe CACS, IUIH, Mornington Shire Council, Gidgee Healing, RFDS, and Youth Empowered Towards Independence Incorporated.
Screening services	✓ Delivered	Services delivered by Gidgee Healing and NWHHS.
General Practice services	✓ Delivered	Services delivered by Gidgee Healing.
Oral health	✓ Delivered	Services delivered by NWHHS.
Pharmacy	✓ Delivered	Services delivered by NWHHS.
Community health services	✓ Delivered	Services delivered by a range of providers including Gidgee Healing, NWHHS, and RFDS.
Drug and alcohol services	✓ Delivered	Services provided by NWHSS.
Audiology	✓ Delivered	Desktop review indicated that audiology services were delivered by Hearing Australia (philanthropic organisation).
Nutrition and dietetic services	✓ Delivered	Services delivered by Gidgee Healing.
Optometry and orthoptic services	✓ Delivered	Desktop review indicated that audiology services were delivered by One Sight (philanthropic organisation).
Podiatry	✓ Delivered	Services delivered by Gidgee Healing.
Admitted services	✓ Delivered	Services delivered by NWHHS.

Legend ✓ Service delivered to Mornington Island ! Potential service gap for Mornington Island

Source: KPMG (2023) based on data provided by government agencies.

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2.5 Health

Analysis of Service Gaps (cont.)

Figure 52: Overview of potential service gaps on Mornington Island (cont.)

Priority Service	Delivery Status	Commentary
Non-admitted services	✓ **Delivered**	Services delivered by NWHHS.
Emergency Department services	✓ **Delivered**	Services delivered by NWHHS.
Community mental health services	✓ **Delivered**	Services delivered by NWRH, Centacare North Queensland and Relationships Australia.
Crisis or emergency mental health services	✓ **Delivered**	Services delivered by NWHHS.
Admitted mental health services	✓ **Delivered**	Services delivered by NWHHS.
Suicide prevention strategies and services	✓ **Potential gap**	KPMG was unable to identify any service providers delivering suicide prevention strategies and services.
Ambulance	✓ **Delivered**	Services delivered by QAS.
Patient transfer services	✓ **Delivered**	Services delivered by QAS and RFDS.
Aeromedical evacuation services	✓ **Delivered**	Desktop review indicated that aeromedical evacuation services were delivered and coordinated by QAS, Retrieval Services Queensland and RFDS.

Legend ✓ Service delivered to Mornington Island ! Potential service gap for Mornington Island

Source: KPMG (2023) based on data provided by government agencies.

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2.5 Health

Analysis of Service Duplications

The independent audit found a number of complementary health services delivered on Mornington Island. These services included:

- healthy lifestyle services;
- patient transfer services; and
- community mental health services (gambling support services).

Desktop review of the programs indicated that the providers were delivering healthcare services that targeted different cohorts and a range of different health needs.

Potentially duplicative service provision was identified for NWHHS and Gidgee Healing in relation to screening services for skin conditions and STIs. Further review by government may be required to determine the extent to which the service providers were overlapping in their provision of screening and gambling support services.

Figure 53: Overview of potential service duplications on Mornington Island

Priority Service	Duplication Status	Commentary
Healthy lifestyle services	✓ Complementary	The following service providers were identified in the data collection process as delivering complementary services: • **Bynoe CACS** was funded by the National Indigenous Australians Agency to provide information about the negative health effects of petrol sniffing. • **Youth Empowered Towards Independence Incorporated** was funded by the National Indigenous Australians Agency to provide health education and advice regarding substance misuse. Desktop review of the programs indicated that the service providers were delivering complementary healthy lifestyle services on Mornington Island.
Patient transfer services	✓ Complementary	The following service providers were identified in the data collection process as delivering complementary services: • **QAS** was funded by Queensland Health to deliver ambulance and patient transfer services on Mornington Island. • **RFDS** was funded by Queensland Health to deliver aeromedical evacuations and patient transfer services. Desktop review of the programs indicated that the service providers were delivering complementary patient transfer services on Mornington Island.

Legend ✓ Complementary service ! Potential service duplication

Source: KPMG (2023) based on data provided by government agencies.

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2.5 Health

Analysis of Service Duplications (cont.)

Figure 53: Overview of potential service duplications on Mornington Island (cont.)

Priority Service	Duplication Status	Commentary
Community mental health services (gambling support services)	✓ Complementary	The following service providers were identified in the data collection process as delivering complementary services: • **Centacare North Queensland** was funded by DCHDE to deliver face-to-face counselling in the Townsville and North-West region during business hours. Gambling Help service staff visit Mornington Island on a quarterly basis and engage with local community services and deliver community education activities. • **Relationships Australia** was funded by DCHDE to deliver a 24 hour, 7 day a week telephone helpline state-wide. The helpline provided information and assistance, crisis support, and referral to the closest Gambling Help service for face-to-face counselling or ongoing support where a caller was not located near a Gambling Help service. Desktop review of the programs indicated that the service providers were delivering complementary gambling support services on Mornington Island.

Legend	✓ Complementary service	! Potential service duplication

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2.5 Health

Service Effectiveness in Health

Health services are essential to promoting, restoring and maintaining the holistic health and wellbeing outcomes of the Mornington Island community. Services should be aimed at:

- providing a healthy and safe start to life for community members;
- addressing the modifiable risk factors that contribute to preventable and chronic conditions;
- establishing integrated and culturally safe pathways to screening, early diagnosis and treatment services;
- building the capacity of community to provide locally-responsive and sustainable health services; and
- supporting cross-sectoral and strengths-based approaches to address the social determinants of health.

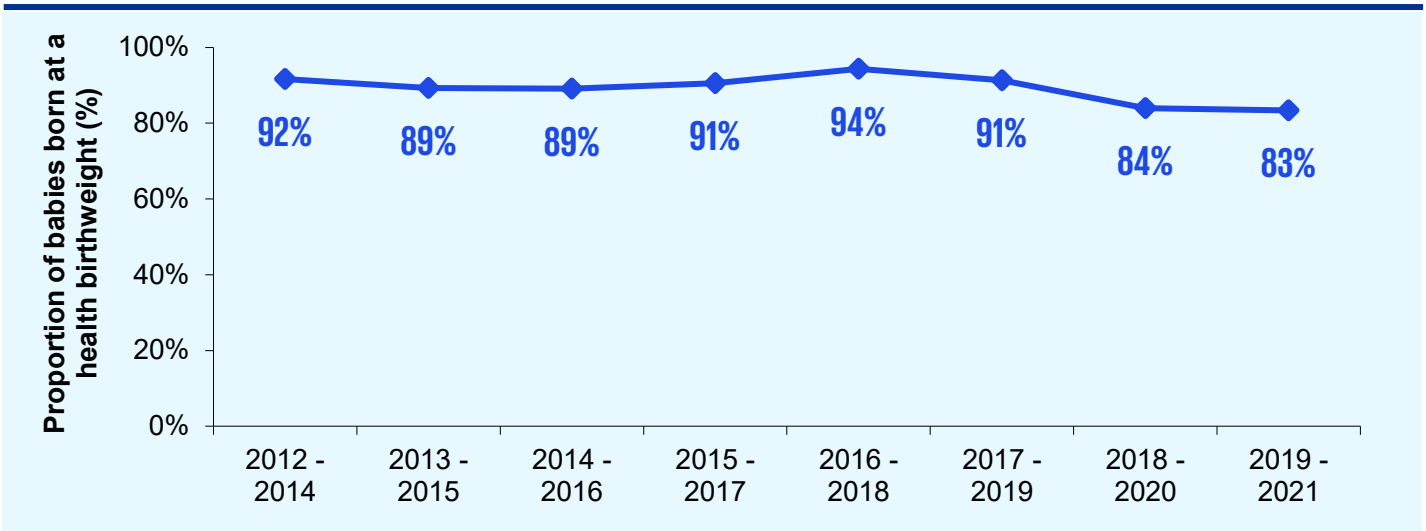
In supporting the analysis of the effectiveness of services in the Health Building Block, KPMG has reviewed trends in outcomes measures over time. These outcome measures relate to:

- **healthy birthweight** – the proportion of babies born at a healthy birthweight between 2021 and 2021;
- **preventable episodes of care for children** – the rate of children admitted to hospital for potentially preventable reasons between 2012 and 2022;
- **chronic conditions** – the number of patients receiving treatment for two or more chronic health conditions between 2018 and 2021;
- **self-harm** – the rate of admissions for self-harm between 2012 and 2022.
- **alcohol-related behaviours** – the rate of episodes of care for assaults and alcohol-related mental and behavioural conditions between 2017 and 2022.

Healthy birthweight

Target 2 under the National Agreement to Closing the Gap aims to ensure that First Nations children are born healthy and strong. **Figure 54** below provides analysis of the proportion of babies born at a healthy birthweight for mothers who were residents of Mornington Island. Between 2016 and 2021, the data indicates that there has been a potential worsening in the birthweights for babies – from 94% to 83% of babies born at a healthy birthweight. Whilst KPMG was unable to establish causality or measure statistical significance, the trends in **Figure 54** may be associated with a potential reduction in the effectiveness in health services. This indicates the potential need to improve the quality of services for women and their families.

Figure 54: Proportion of babies born at a healthy birthweight, 2012 – 2022



Source: Queensland Perinatal Data Collection (QPDC), Queensland Health (6 October 2022).

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2.5 Health

Service Effectiveness in Health

Preventable episodes of care for young people

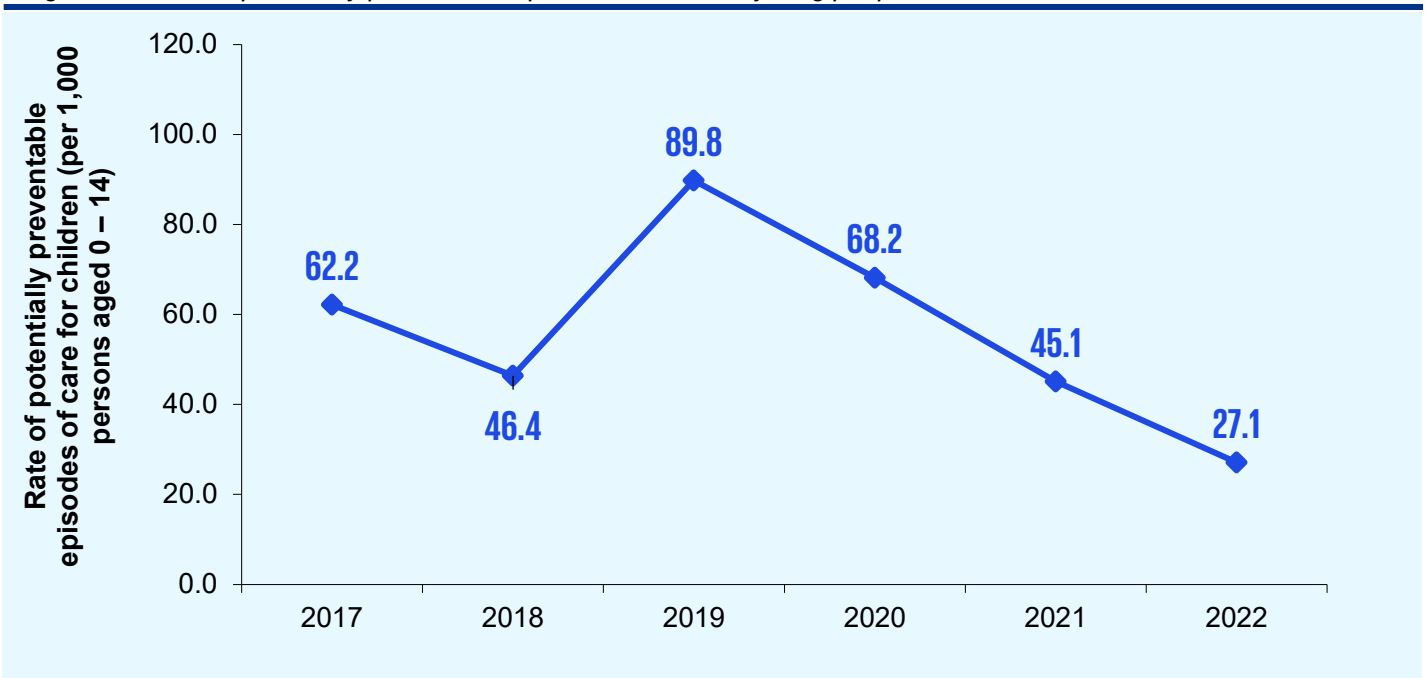
Potentially preventable hospitalisations are those considered as potentially able to be prevented through timely and accessible, quality primary and community-based care. The indicator is reported using three broad categories:

- **vaccine preventable conditions** that may be preventable through vaccinations (e.g., influenza, measles, diphtheria, hepatitis B etc.);
- **chronic conditions** that may be preventable through lifestyle change or managed effectively through effective care and management to prevent deterioration and hospitalisation (e.g., diabetes complications, asthma, nutritional deficiencies, rheumatic heart disease, etc.); and
- **acute conditions** that may not be preventable, but theoretically would not result in hospitalisation if timely and adequate care was received (e.g., cellulitis, urinary tract infections, dental conditions, ear, nose and throat infections, etc.).

Figure 55 below provides analysis of the rate of potentially preventable hospitalisations for children on Mornington Island. Between 2018 and 2022, the data indicated that there has been a reduction in the rate of potentially preventable hospitalisations from 89.8 to 27.1 admissions per 1,000 children. Whilst KPMG was unable to evaluate causality or measure statistical significance, these trends may be attributable to:

- improved provision of preventative health interventions and early disease management;
- improved socio-economic status of families; or
- reduced prevalence of diseases in the community.

Figure 55: Rate of potentially preventable episodes of care for young people, 2017 – 2022



Source: Queensland Hospital Admitted Patient Data Collection (QHAPDC), Queensland Health (6 October 2022) and Queensland Treasury concordance-based estimates.

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2.5 Health

Service Effectiveness in Health

Chronic disease

Chronic disease is one of the largest contributors to the gap in life expectancy between First Nations peoples and other Australians. The development of chronic disease is influenced by a diverse range of factors, including:

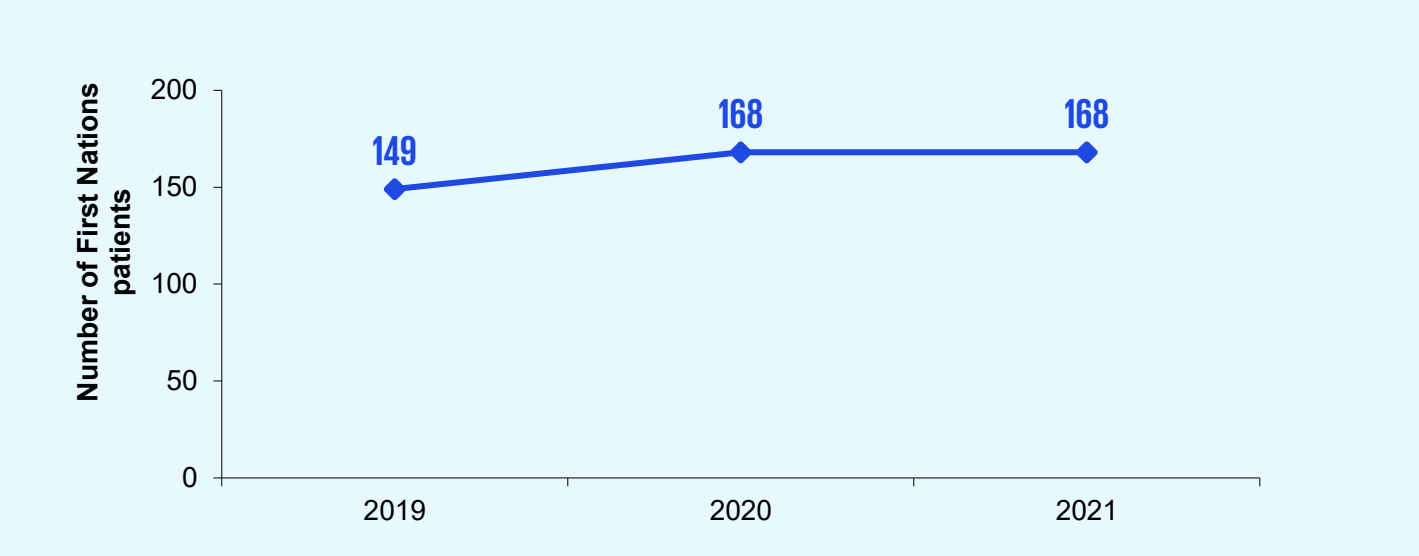
- behavioural risks (e.g., tobacco use, harmful consumption of alcohol, poor diet, physical inactivity etc.);
- biomedical risks (e.g., high blood pressure, high blood cholesterol, impaired glucose tolerance, etc);
- non-modifiable risks (e.g., age, sex, genetics, intergenerational influences, etc.); and
- socio-economic determinants (e.g., education and employment, status, suitability of housing, affordability of healthy food, etc.).

Figure 56 below provides analysis of the number of First Nations patients at Gidgee Healing who have been diagnosed two or more chronic health conditions. Between 2018 and 2022, the data indicates that there was an increase from 149 to 168 patients with two or more chronic health conditions. The top chronic health conditions for these patients included:

- renal impairment;
- chronic kidney disease;
- diabetes;
- hypertension; and
- hyperlipidaemia.

KPMG was unable to evaluate causality or measure statistical significance of these trends. As such, the trends may be attributable to a potential reduction in the quality of service provision as well as a wider range of factors (e.g., increased screening and diagnosis of chronic disease, changes in socio-economic outcomes, changes in reporting practices).

Figure 56: Number of patients diagnosed with 2+ chronic health conditions, 2019 – 2021



Source: Gidgee Healing, Annual Report 2021, First Nations patients.

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2.5 Health

Service Effectiveness in Health

Suicide and self-harm

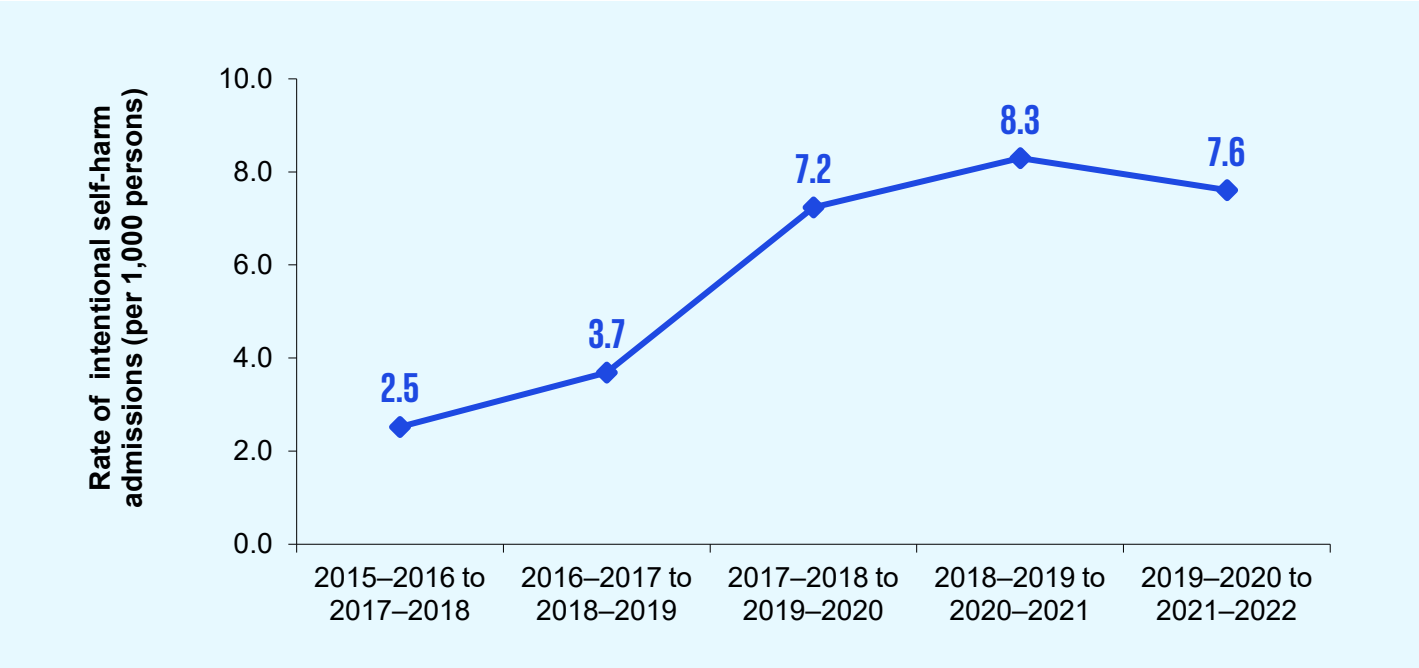
Target 14 under the National Agreement on Closing the Gap aims to achieve significant and sustained reduction in suicide of First Nations peoples. Suicide and self-harm behaviours arise from a complex web of personal, social and historical factors. As such, effective suicide and self-harm prevention requires a multi-sector approach that includes health, education, employment, welfare agencies, law-enforcement agencies and housing providers. Programs and care can be delivered to:

- an entire community to support communal healing;
- those at imminent risk of suicide who require tailored supports; and
- those who need follow-up after a suicide attempt or have been exposed to or bereaved by suicide.

Figure 57 below provides analysis of the rate of intentional self-harm on Mornington Island. Between 2015-16 and 2021-22, the data indicates that there was an increase in the rate of self-harm from 2.5 to 7.6 admissions per 1,000 persons. Whilst KPMG was unable to evaluate causality or measure statistical significance, the trends indicate that opportunities exist to improve the health and broader social services available on Mornington Island to support the prevention of self-harm on Mornington Island.

It is important to note that multi-agency efforts are necessary to provide comprehensive responses and tailored, wrap around support, particularly in responding to individuals experiencing complex health and social issues. This includes providing support to address the social determinants of health such as housing, education, employment, disability and other social, justice and community factors.

Figure 57: Rate of intentional self-harm, 2015-16 to 2021-22



Source: Queensland Hospital Admitted Patient Data Collection (QHAPDC), Queensland Health (6 October 2022) and Queensland Treasury concordance-based estimates.

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2.5 Health

Service Effectiveness in Health

Alcohol-related behaviours

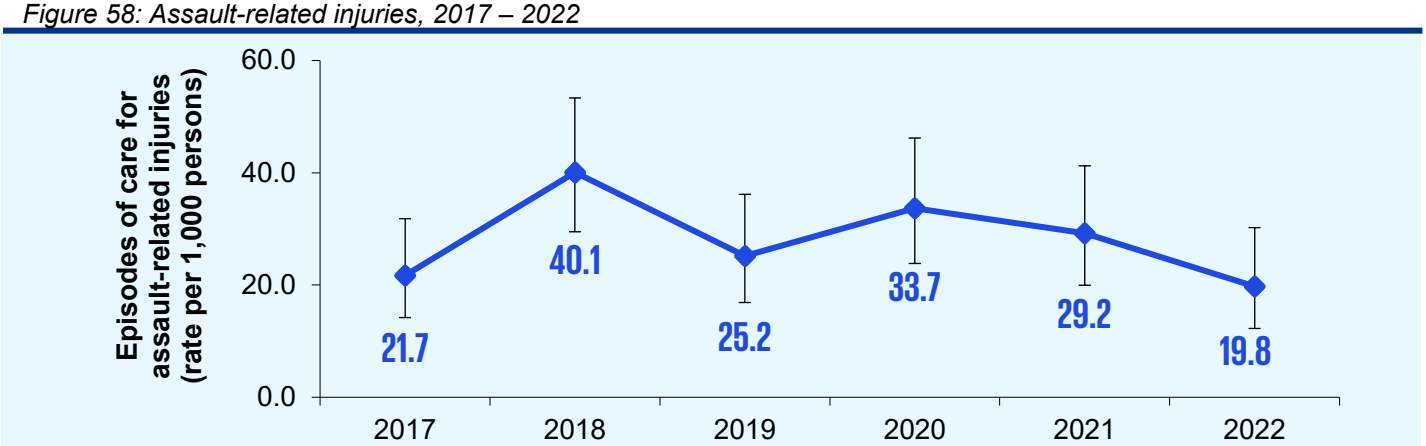
Alcohol management commenced in Mornington Island on 14 April 2004. In 2022, the restrictions changed from a zero-carriage limit to regulated access of alcohol to a maximum of 4.5 litres of any combination of beer and premixed spirits. The renewed approach to alcohol management followed an extensive consultation process to identify strategies and supports to improve safety and wellbeing in partnership with community.

Stakeholders observed that the renewed approach to alcohol management and supporting services had contributed to improvements in the physical and mental health of community members. These observations were supported by recent trends in health outcomes, including:

- the reduction in the rate of episodes of care for assault-related injuries in the community between 2020 and 2022, which according to stakeholder was attributable to decreased alcohol-related violence in the community (**Figure 58**); and
- the reduction in the rate of episodes of care for alcohol-related mental and behavioural conditions between 2020 and 2022 (**Figure 59**).

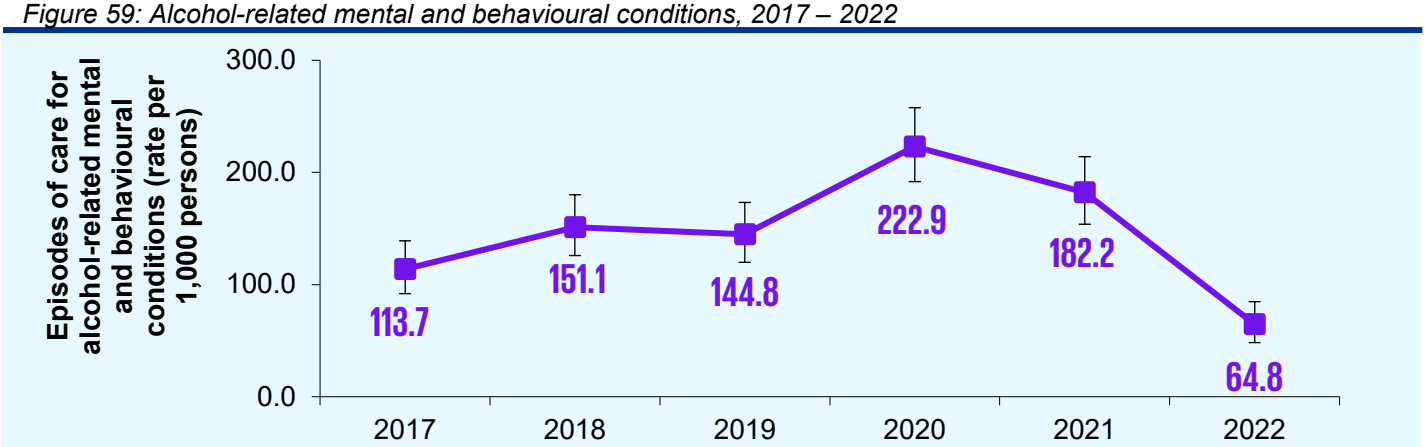
Whilst the impact of changes in alcohol management were emerging at the time of KPMG's project, initial trends indicated that the renewed approach was contributing to improvements in the community's health status. This observation was unable to be confirmed in the absence of a comprehensive evaluation.

Figure 58: Assault-related injuries, 2017 – 2022



Source: Queensland Hospital Admitted Patient Data Collection (QHAPDC), Queensland Health (6 October 2022) and Queensland Treasury concordance-based estimates.

Figure 59: Alcohol-related mental and behavioural conditions, 2017 – 2022



Source: Queensland Hospital Admitted Patient Data Collection (QHAPDC), Queensland Health (6 October 2022) and Queensland Treasury concordance-based estimates.

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2.5 Health

Service Effectiveness in Health

In context of the observed trends in health outcomes, KPMG has sought to understand the factors that may be influencing the effectiveness of service provision. The following pages of this section of the report have summarised KPMG's review of whether:

- the appropriate mix of activities and outputs have been funded by government to improve outcomes; and
- the policies and services have been co-designed and co-implemented in partnership with community.

Appropriateness of government investment

Between 2017 and 2022, the Commonwealth and Queensland Governments each funded a range of different programs targeted at improving health and wellbeing outcomes on Mornington Island. These programs were focused on delivering the following key outputs:

- health promotion and disease prevention initiatives;
- community health services delivered by a range of health and allied health professionals to prevent illness and to support people to manage their health issues in the community;
- hospital-based and patient transport services to respond to and treat acute episodes of care; and
- mental health services for low to moderate and acute need.

At a high-level, government investment aligned to funding the appropriate mix of services across the primary, secondary and tertiary levels of the health system. However, stakeholders identified the following areas of opportunity for targeted government investment in:

- **Whole of health system, including:**
  - building the capacity of community-led and community controlled health services to provide and broker comprehensive health services;
  - supporting genuine and regular engagement with the Mornington Island community to ensure the community's participation in the planning and evaluation of health services;
  - conducting a comprehensive needs assessment to identify the outreach or FIFO services that may achieve improved outcomes if they were delivered through community-based models;
  - building a strong and supported First Nations health workforce across a range of different disciplines; and
  - clarifying roles and responsibilities with the aim of enhancing the delivery of coordinated and integrated care across different settings.
- **Health promotion and primary care, including:**
  - co-designing health promotion and literacy activities to equip community members with the skills and knowledge to manage their own health; and
  - improving processes to book appointments for patients and provide proactive follow-up care.
- **Hospital and Emergency Care, including:**
  - improving communications about the role of the Mornington Island Hospital as an acute facility; and
  - ensuring robust referral pathways are established and managed to enable continuity of care.
- **Mental Health, including:**
  - conducting a community wide and cross agency review of mental health services on Mornington Island to identify current capacity constraints, key issues, and gaps across the care continuum; and
  - considering the actions under *Better Care Together* to support mental health service planning and delivery.

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2.5 Health

Service Effectiveness in Health

Stakeholders also observed that the funding mechanisms used by government were potentially limiting the effectiveness of service provision. In particular, stakeholders suggested improvements in government investment policy by:

- developing an investment strategy for remote and discrete First Nations communities that is proportionate to health needs and the cost of service delivery;
- reviewing the grants-based approach to funding healthcare activities (particularly for health promotion and disease prevention activities) to ensure these mechanisms support sustainable improvements in health outcomes; and
- establishing clear roles and responsibilities between the Commonwealth and State Governments for health policy and funding across the primary, secondary and tertiary levels of care.

Community input in designing and delivering policies and services

Desktop review and stakeholder consultation indicated that government and service providers shared a growing commitment to designing policies and services in collaboration with the community. In particular, the following examples of community co-design were identified as part of the independent audit:

- **NWHHS** developed its Health Equity Strategy in genuine partnership with communities across its catchment, including Mornington Island;
- **Mornington Island Health Council** developed the Mornington Island Health Strategy 2019 – 2024 in partnership with community, government and other service providers; and
- **Gidgee Healing** has committed to the establishment of cultural advisory groups across the Lower Gulf communities which will comprise of a cross-section of community members to advise on improvements in the delivery of services.

These activities signified an increased focus by government and service providers to enable local decision-making on health policy and service delivery.

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2.6 Disability

This section of the Final Report presents the current government expenditure on disability inclusive of:

- **daily and personal care;**
- **capacity and independence building;**
- **home and living services; and**
- **supports to access services.**

The Queensland Government reported investment of $2 million on disability programs between 2017 and 2022. This represents less than 1% of the $326 million total expenditure reported for all Building Blocks.

$2 million

reported and attributable to Mornington Island for disability related services between 2017 and 2022.

Less than 1 per cent

of reported government expenditure between 2017 and 2022 was attributable to Mornington Island for disability related services.

3 Funding Agencies

4 Programs

4 Service Providers

5 Service Types

100%

of providers were non-government organisations

25%

of providers were community-based

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2.6 Disability

Reported Government Investment

The Disability Building Block aims to support people with a disability and their carers to have an enhanced quality of life, enjoy choice and wellbeing and achieve independence and full inclusion in the community. KPMG identified the following components of the Building Block that were delivered on Mornington Island between 2017 and 2022:

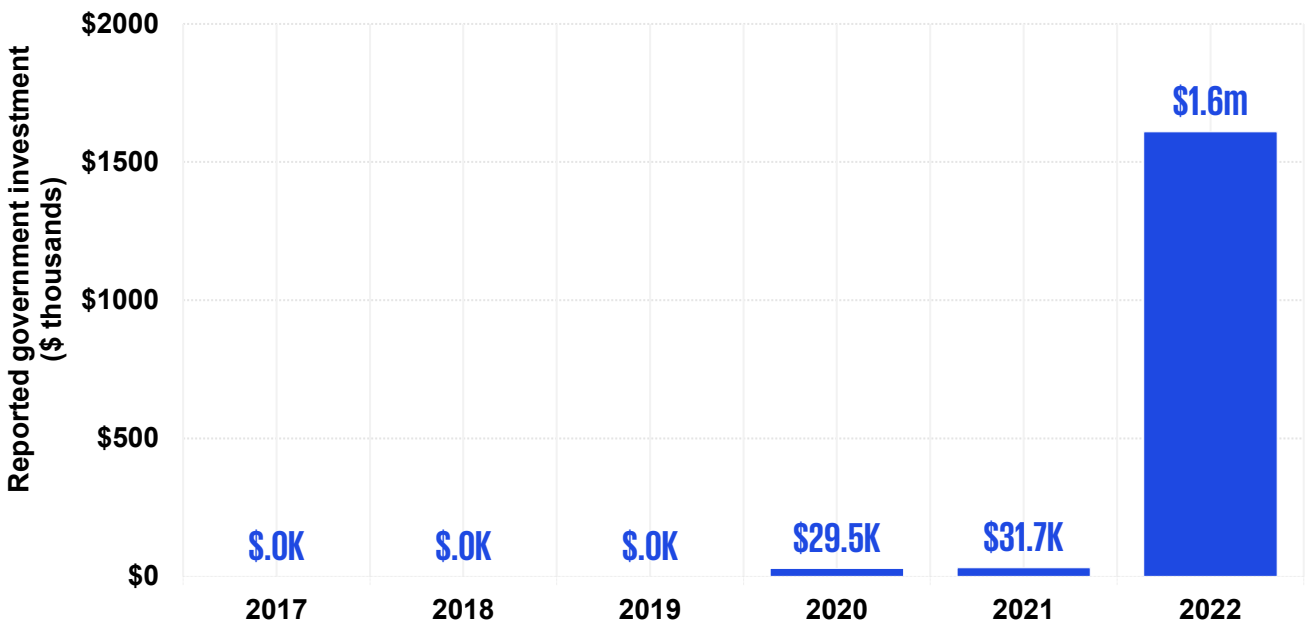
- **core supports** which focused on enabling community members to complete daily living activities, participate in social activities, and access mainstream services (refer to **page 133** for further information); and
- **advocacy services** which was comprised of a range of telephone services to support people with disability to access information, advice and advocacy (refer to **page 135** for further information).

The full transition of the NDIS in Queensland was completed on 30 September 2020. Following this transition, the NDIS became the key funding source for reasonable and necessary supports to people with a permanent and significant disability.

Commonwealth and Queensland Governments reported investment of approximately **$2 million** between 2017 and 2022. The largest funders were identified to be:

- **NDIA** reporting $2 million or 95% of total investment;
- **DCHDE** reporting $67,368 or 4% of total investment; and
- **Department of Seniors, Disability Services and Aboriginal and Torres Strait Islander Partnerships** reporting $3,1781 or 5% of total investment.

Figure 60: Annual investment in Disability (2017 to 2022)



Source: KPMG (2023) based on data provided by government agencies.

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2.6 Disability

Types of Service Providers and Delivery Models

As shown in **Figure 61**, Queensland Government investment between 2017 and 2022 was targeted at enabling non-government organisations to deliver disability services to Mornington Island. These services included:

- self-care services;
- social and community participation services;
- information, linkages or referral services; and
- advocacy, information and referral services.

Two service providers delivered disability services through community-based models. Importantly, community members highlighted that this had enabled the consistent and responsive delivery of disability services. In contrast, the virtual disability advocacy services were potentially underutilised by community members.

Figure 61: Overview of different service provider types and delivery models on Mornington Island

1
Community-based Providers

0
FIFO Provider

1
Mixed Delivery Providers

2
Virtual Providers

Source: KPMG (2023) based on data provided by government agencies.

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2.6 Disability

Core Supports

The Queensland Government reported investment in NWRH to deliver a range of core supports to community members. In addition, stakeholders also noted that Frontline Heroes was also funded to deliver disability services on Mornington Island.

Stakeholders identified the following strengths associated with core supports delivered on Mornington Island:

- the provision of on-island accommodation for workers had enabled the delivery of accessible disability services through a community-based model;
- the service providers demonstrated a strong commitment to appropriately tailoring services to the needs and goals of community members; and
- the service providers had established trusted relationships with community members through their regular attendance and engagement at community events.

The following challenges were noted during stakeholder consultation, in regard to the delivery of disability core supports on Mornington Island:

- the requirement for a Blue Card and Disability Worker Screening had presented a barrier to building the local disability workforce;
- the viability and financial sustainability of service provision had been impacted by high turnover of staff;
- the limited availability of supports to increase the capacity of carers had increased workforce demands for service providers of disability care; and
- the delivery of specialist NDIS supports (e.g., therapeutic services) were inclusive of travel from mainland Queensland and consumed a large proportion of funding for participants.

> "We put a lot of money into onboarding and training and then staff leave the job. It has been difficult to maintain this constant turnover of workforce." **Service Provider in Disability, Mornington Island**

*Figure 62: Overview of the service providers in disability**

Provider Overview

NWRH

N.R.	1
Commonwealth Programs	Queensland Program

- Community access
- Meal preparation
- Personal care
- Transport services

Community-based

Frontline Heroes*

N.R.	N.R.
Commonwealth Programs	Queensland Programs

- Assistance with daily living
- Assistance with social and community participation
- Transport services
- Cultural support coordination

Community-based

Source: KPMG (2023) based on data provided by government agencies. N.R. = Not Reported.
*Note: Government did not report on investment into Frontline Heroes for their provision of disability services. Stakeholder consultation identified their service delivery on Mornington Island. KPMG was unable to determine investment into the service and has not included it in the analysis of the Report. KPMG has included the total amount of NDIA funding on Mornington Island in the analysis of the report.

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2.6 Disability

Case Study

Establishment of Community-based Disability Services

The NDIS funds personalised supports to provide participants with greater choice and control over how they want to live their life. In order to provide more responsive and consistent supports, Frontline Heroes transitioned from FIFO to community-based service delivery on Mornington Island. This change was highly valued by the community and provided the following benefits:

- increased accessibility and flexibility in the delivery of supports to suit the needs and preferences of participants;
- strengthened relationships and trust with participants, their families and the broader community; and
- improved integration with other service providers on Mornington Island to better connect participants with a range of services to meet their holistic needs.

Case Study

Support for Disability Worker Screening Applications

The Disability Worker Screening process in Queensland forms part of the Commonwealth-led national system for ensuring the safety and quality of services being delivered to NDIS participants. It has provided a critical safeguard to people receiving NDIS support, helping to ensure that they are supported to achieve their full potential with their human rights respected.

In May 2021, the DSDSATSIP Worker Screening Unit engaged a Community Education and Assessment Officer to provide cultural advice to decision-makers and support First Nations applicants to navigate the process. The Officer conducted over 2,160 engagement activities with organisations and applicants across Queensland, including Mornington Island. During the visit, members of the community expressed interest in obtaining Disability Worker Screening clearance and enquired about the application process. The Officer provided further resources on the Disability Worker Screening process to explain the system to the community.

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2.6 Disability

Advocacy Services

The independent audit identified multiple providers offering state-wide virtual advocacy and support services to people with disability and their carers on Mornington Island. Whilst these services provided access to important supports, stakeholders highlighted the preference of community members to interact with local staff especially when seeking support services.

*Figure 63: Overview of the service providers in disability**

Provider Overview

Multiple Disability Advocacy Organisations*

N.R.
Commonwealth Programs

1
Queensland Program

- Rights in Action Incorporated
- Aboriginal and Torres Strait Islander Disability Network of Queensland
- Queenslanders with Disability Network

Virtual

Multiple Disability Peak and Representative Bodies*

N.R.
Commonwealth Programs

1
Queensland Program

- National Disability Services
- Autism Queensland
- Better Hearing Australia Brisbane
- Deaf Connect
- Down Syndrome Queensland
- Guide Dogs
- Spinal Life Australia
- Xavier Children's Support Network
- Queensland Alliance for Mental Health
- Carers Queensland.

Virtual

Source: KPMG (2023) based on data provided by government agencies. N.R. = Not Reported.
*Note: Government reported multiple providers delivering advocacy services. Investment data was unable to be attributed per provider. KPMG has analysed the financial data in groups of providers.

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2.6 Disability

Analysis of Service Gaps

Figure 64 below summarises the priority services required on Mornington Island in the Disability Building Block. KPMG consulted with stakeholders and reviewed the data reported by government to identify any potential gaps in service delivery. Based on this analysis, 'capacity building for families and carers' services was identified as a potential gap. These services were identified as being integral to assisting community members in their caring roles to meet the needs of people with disability.

Refer to **page 139** for analysis of the effectiveness of services in the Disability Building Block.

> "Participants have become increasingly dependent on service providers to deliver disability care as there are limited capacity building supports on island for families and carers of people with a disability." **Service Provider in Disability, Mornington Island**

*Figure 64: Overview of potential service gaps on Mornington Island**

Priority Service	Delivery Status	Commentary
Self-care services	✓ **Delivered**	Services delivered by NWRH and Frontline Heroes.
Social and community participation services	✓ **Delivered**	Services delivered by NWRH and Frontline Heroes.
Transportation services	✓ **Delivered**	NWRH and Frontline Heroes both had vehicles to support the transportation of people with a disability on Mornington Island.
Information, linkages or referral services	✓ **Delivered**	Services delivered by NWRH and Frontline Heroes.
Advocacy services	✓ **Delivered**	Services delivered by a range of service providers including Aged and Disability Advocacy Australia and Queenslanders with Disability Network Ltd.
Capacity building for families and carers	! **Potential gap**	KPMG was unable to identify any service providers delivering capacity building for families and carers of people with a disability.

Legend ✓ Service delivered to Mornington Island ! Potential service gap for Mornington Island

Source: KPMG (2023) based on data provided by government agencies.

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2.6 Disability

Analysis of Service Duplications

KPMG found a number of complementary disability services delivered on Mornington Island. These services included:

- self-care services;
- social and community participation services;
- information, linkages or referral services; and
- advocacy services.

Desktop review indicated that the providers were delivering disability services that targeted a range of different needs for people with a disability and also provided choice and control to community members.

Figure 65: Overview of potential service duplications on Mornington Island

Priority Service	Duplication Status	Commentary
Self-care services	✓ Complementary	The following service providers were identified in the data collection process as delivering complementary services: • **Frontline Heroes** was funded by the Department of Social Services to deliver self-care services to people with a disability on Mornington Island. • **NWRH** was funded by DCHDE to deliver self-care services to people with a disability on Mornington Island. Desktop review of the programs indicated that the service providers were delivering complementary self-care services.
Social and community participation services	✓ Complementary	The following service providers were identified in the data collection process as delivering complementary services: • **Frontline Heroes** was funded by the Department of Social Services to deliver social and community participation services to people with a disability on Mornington Island. • **NWRH** was funded by DCHDE to deliver social and community participation services to people with a disability on Mornington Island. Desktop review of the programs indicated that the service providers were delivering complementary self-care services.

Legend ✓ Complementary service ! Potential service duplication

Source: KPMG (2023) based on data provided by government agencies.

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2.6 Disability

Analysis of Service Duplications

Figure 65: Overview of potential service duplications on Mornington Island (cont.)

Priority Service	Duplication Status	Commentary
Information, linkages or referral services	✓ Complementary	The following service providers were identified in the data collection process as delivering complementary services: • **Frontline Heroes** was funded by DCHDE to provide support coordination to people with a disability on Mornington Island. • **NWRH** was funded by DCHDE to provide referral services to people with a disability on Mornington Island. Desktop review of the programs indicated that the service providers were delivering complementary coordination and referral services.
Advocacy services	✓ Complementary	The Queensland Disability Advocacy Program funds organisations to deliver advocacy services to Queenslanders with disability, their family members and carers throughout Queensland. The Queensland Disability Peak and Representative Body Program funds organisations, such as QDN and Down Syndrome Queensland, to deliver peak body services to Queenslanders with disability, their family members, and carers. Analysis showed that the advocacy service providers and peak bodies offer support services with different subject matters and are working to complement each other.

Legend ✓ Complementary service ! Potential service duplication

Source: KPMG (2023) based on data provided by government agencies.

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2.6 Disability

Service Effectiveness in Disability

The delivery of effective disability services is considered essential to supporting community members with disability and their carers to actively pursue their goals and enjoy an enhanced quality of life. The NDIA reported 20 active NDIS participants on Mornington Island at the start of 2023. The participants had the following primary disabilities:

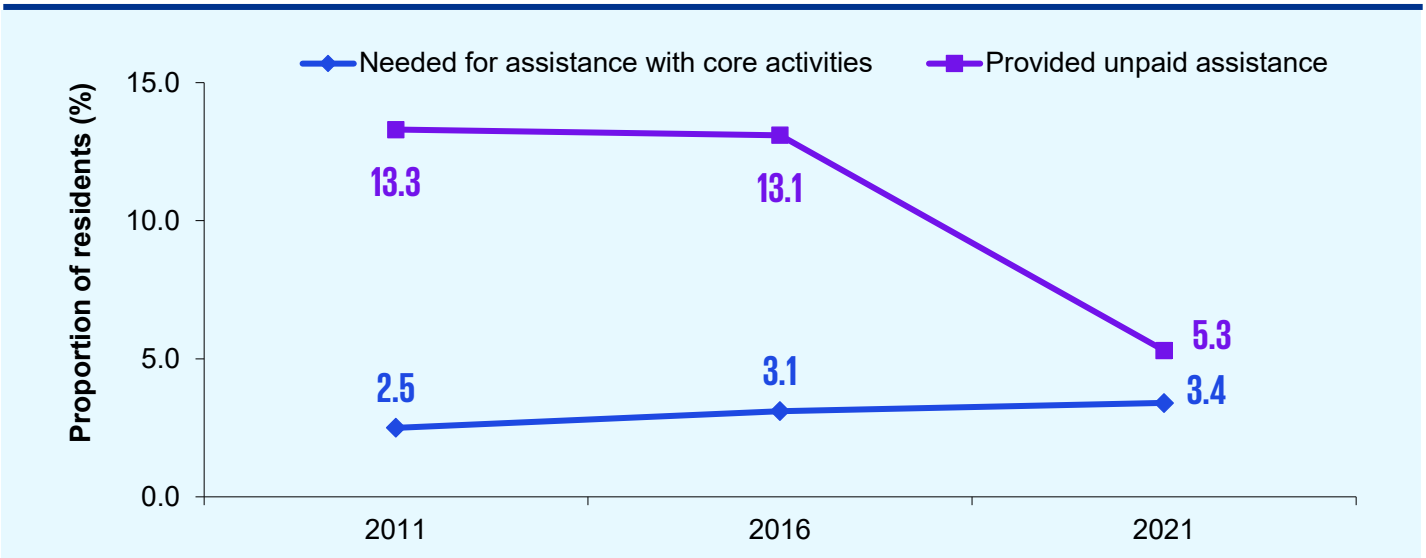
- acquired brain injury;
- cerebral palsy;
- developmental delay;
- hearing impairment; and
- intellectual disability.

NDIA reported on outcomes for NDIS participants, families and carers for 2021. The outcome measures applied to a range of different domains (e.g., daily living, choice and control, access to services, right and advocacy etc.). Due to data privacy limitations for LGAs with 20 or less NDIS participants, the outcome data was not available publicly for Mornington Island.

The absence of NDIA outcomes data has limited KPMG's analysis of the effectiveness of disability services on Mornington Island. In order to provide analysis of service effectiveness, KPMG has therefore considered trends in the proportion of people who needed assistance with core activities and the proportion of residents who provided unpaid assistance to a person with a disability.

As shown in **Figure 66**, the proportion of residents requiring assistance with core activities (e.g., self-care, mobility or communication) increased from 2.5% in 2011 to 3.4% in 2022. This suggested an increase in the community's need for assistance because of disability, chronic health conditions or old age. During the same period, the reduction in the proportion of residents providing unpaid assistance to people with disability coincides with the implementation of the NDIS, and reduced from 13.3% in 2011 to 5.3% in 2022. Whilst KPMG was unable to evaluate causality or measure statistical significance, the analysis indicated that disability caring responsibilities have potentially shifted from community members to service providers. This may be the result of increased capacity of services providers to meet the disability needs of the community.

Figure 66: Proportion of residents who needed assistance with core activities and proportion of residents who provided unpaid assistance to a person with a disability, 2011 – 2021 Census



Source: ABS, Region Summary: Mornington Island, 2022.

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2.6 Disability

Service Effectiveness in Disability

KPMG has sought to understand the factors that may be influencing the effectiveness of disability service provision. The following page of this section of the report have summarised KPMG's review of whether:

- the appropriate mix of activities and outputs have been funded by government to improve outcomes; and
- the policies and services have been co-designed and co-implemented in partnership with community.

Appropriateness of government investment

Between 2017 and 2022, government funding for disability services was focused on delivering the following key activities:

- assistance with daily living, community participation and support to access mainstream services; and
- information, advice and advocacy assistance.

Desktop review and stakeholder consultations indicated that investment had funded the essential provision of disability services. In particular, stakeholders noted that the NDIS model had provided community members with more choice and control over how, when and where their disability supports were provided.

Stakeholders identified the following areas of opportunity for improved government investment in:

- delivering targeted strategies to support eligible community members to apply to the National Disability Insurance Scheme and access support;
- reviewing and addressing the potential supply gaps in specialist supports available in the community, including through alternative commissioning of supports and improved coordination between disability, aged care and mainstream providers; and
- supporting the sustainability and capacity of service providers to continue to deliver high quality, responsive and culturally safe disability services.

Community input in designing and delivering policies and services

The independent audit was unable to identify any formal mechanisms that enabled community-led decision-making in the design and delivery of disability policies and services. Notwithstanding the absence of formal mechanisms, stakeholders highlighted that service providers regularly and informally engaged with community members to tailor supports to their individual needs and preferences.

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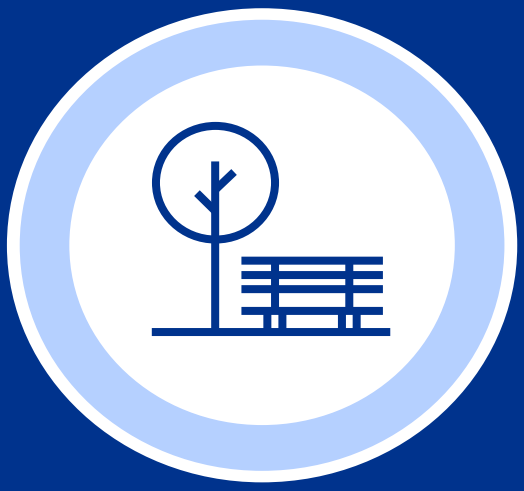
2.7 Recreation and Culture

This section of the Final Report presents the current government expenditure on recreation and culture inclusive of:

- **recreational and sporting services;**
- **cultural services;**
- **spiritual and religious services; and**
- **broadcasting and publishing services.**

Commonwealth and Queensland Governments reported expenditure of $5 million on recreation and culture services between 2017 and 2022. This represents approximately 1.5% of the $326 million total expenditure reported for all Building Blocks.



$5 million

reported and attributable to Mornington Island for recreation and culture related services between 2017 and 2022.

1.5 per cent

of reported government expenditure between 2017 and 2022 was attributable to Mornington Island for recreation and culture related services.

7 Funding Agencies

27 Programs

13 Service Providers

6 Service Types

38%

of providers were community-controlled

46%

of providers were community-based

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2.7 Recreation and Culture

Reported Government Investment

The Recreation and Culture Building Block aims to build a sense of community and engage people in sport, artistic and cultural activities. KPMG identified the following components of the Building Block that were delivered on Mornington Island between 2017 and 2022:

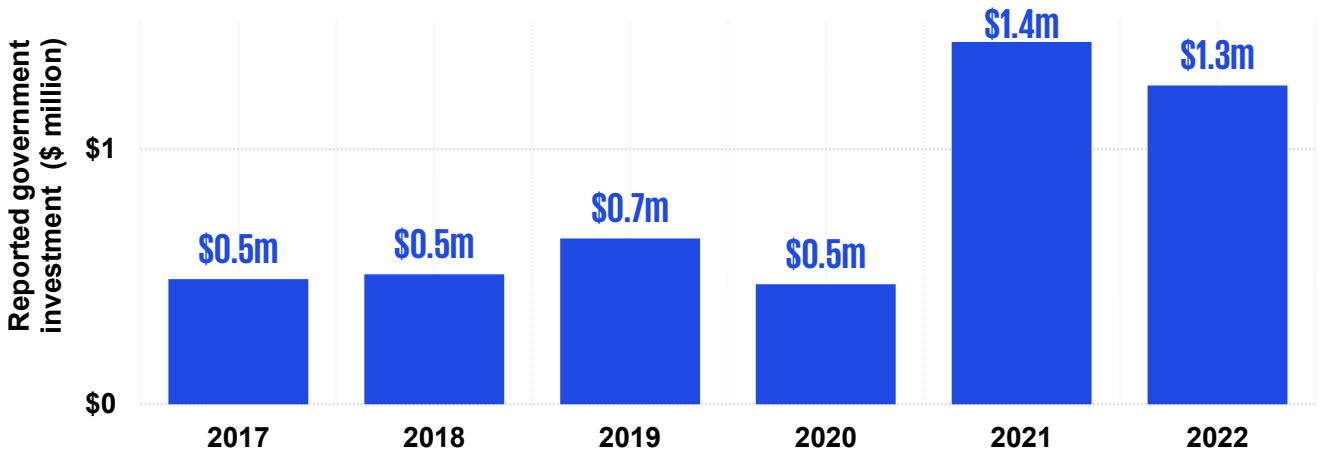
- **recreational initiatives and activities** which comprised of a range of sporting activities, including basketball, boxing, rugby league, volleyball and tee ball (refer to **page 144** for further information); and
- **cultural initiatives and activities** which comprised of services supporting the preservation and strengthening of traditional languages, arts and practices of the community (refer to **page 147** for further information). These services were closely aligned to progressing Targets 15 and 16 under the National Agreement on Closing the Gap.

Commonwealth and Queensland Governments reported investment of approximately **$5 million** between 2017 and 2022. During this period, annual investment increased from $0.5 million in 2017 to $1.3 million in 2022. The largest funders of this Building Block were:

- **Department of Infrastructure, Transport, Regional Development, Communications and the Arts (Cth)** reporting $2 million or 44% of total investment;
- **National Indigenous Australians Agency (Cth)** reporting $1.4 million or 28% of total investment;
- **DCHDE (Qld)** reporting $698,850 or 15% of total investment;
- **Department of Tourism, Innovation and Sport (DTIS) (Qld)** reporting $514,303 or 11% of total investment;
- **Department of Health (Qld)** reporting $50,000 or 1% of total investment;
- **Department of Justice and Attorney-General (Qld)** reporting $29,879 or less than 1% of total investment; and
- **Department of Seniors, Disability Services and Aboriginal and Torres Strait Islander Partnerships (Qld)** reporting $16,500 or less than 1% of total investment.

While the programs outlined in the Recreational and Culture Building Block report on actual investment in service delivery on Mornington Island, it is noted that this funding sits alongside a broader range of state-wide competitive grant programs delivered by DTIS, which organisations and individuals on Mornington Island may have been eligible to apply for in the period between 2017 and 2022.

Figure 67: Annual investment in Recreation and Culture (2017 to 2022)



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2.7 Recreation and Culture

Types of Service Providers and Delivery Models

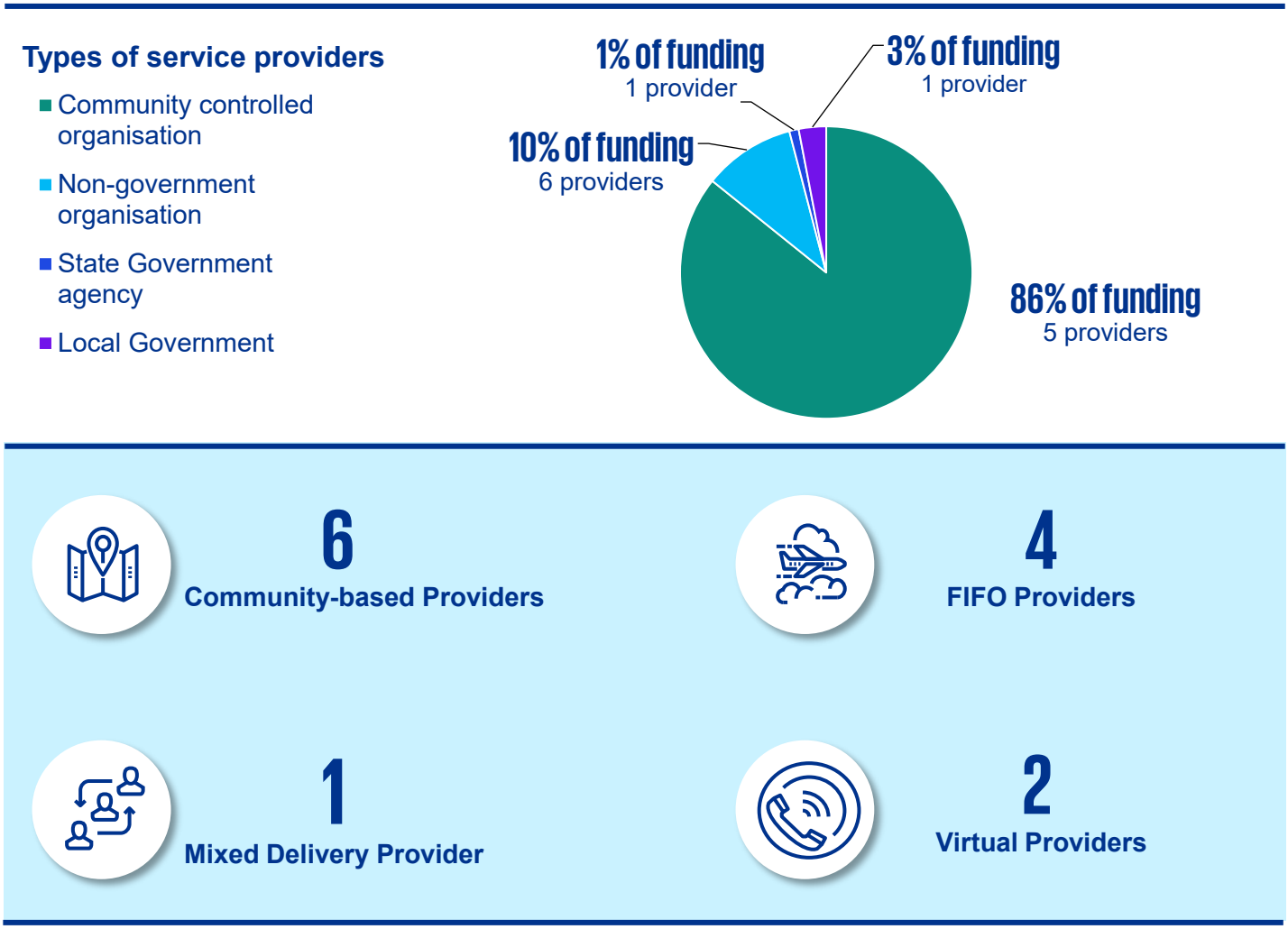
As shown in **Figure 68**, government investment between 2017 and 2022 was targeted at different types of service providers, including:

- **Community Controlled Organisations** – Five service providers received approximately 86% of total funding;
- **Non-government Organisations** – Six service providers received approximately 10% of total funding;
- **State Government Agencies** – Department of Tourism, Infrastructure and Sport (Qld) received approximately 1% of total funding; and
- **Local Government** – Mornington Shire Council received approximately 3% of total funding.

Community members reiterated in consultation the importance of delivering cultural activities on Mornington Island to ensure the continuation of cultural customs and traditions. The cultural activities also supported social cohesion and provided an opportunity for the community to connect.

The sporting and recreational activities were also highly valued by the community for providing the benefits of physical activity. In particular, stakeholders identified that sport activities were important to engaging children and young people to support their social and physical development.

Figure 68: Overview of different service provider types and delivery models on Mornington Island



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2.7 Recreation and Culture

Recreation Initiatives and Activities

As shown in **Figure 69**, KPMG identified a range of recreation services that were delivered at various points in time. These services were largely focused on engaging children and young people in sporting activities.

Stakeholders identified the following strengths associated with recreation services delivered on Mornington Island:

- the improvements in the physical health of children from the delivery of sport activities;
- the provision of sport and recreation activities had created safe places for children and young people to connect and socialise; and
- the organisation of team sporting events contributed to the building of community pride and cohesion.

> "There are so many ways that playing sport can help to build up our community and bring more positivity" **Service provider, Mornington Island**

The following challenges were noted during stakeholder consultation, in regard to the delivery of recreation services on Mornington Island:

- the limited government investment in community sport and recreation infrastructure on Mornington Island to enable the delivery of a broad range of activities (e.g., swimming pool, splash park, playgrounds, etc);
- the absence of female-specific recreation activities due to the difficulties in recruiting female staff and the limited availability of female appropriate facilities on Mornington Island;
- the limited volunteer assistance available to support service providers in organising and facilitating sporting events (e.g., coaches, referees, score keepers, etc); and
- the historical approach of grants-based funding was not conducive to the sustainable and consistent delivery of recreation activities on a long-term basis.

Figure 69: Overview of the service providers in recreation

Provider Overview

Queensland PCYC

N.R. Commonwealth Programs

6 Queensland Programs

- Boxing program
- Functional fitness program
- Volleyball program
- Other physical activities

Community-based

Boxing Queensland

N.R. Commonwealth Programs

1 Queensland Program

- Boxing program and coaching

FIFO

Source: KPMG (2023) based on data provided by government agencies. N.R. = Not Reported.

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2.7 Recreation and Culture

Recreation Services (cont.)

> "There aren't many services in the community for young people. We need more recreation and activities for them" **Community Member, Mornington Island**

Figure 69: Overview of the service providers in recreation

Provider Overview

Department of Tourism, Innovation and Sport

N.R. Commonwealth Programs

1 Queensland Program

- Coordination of programs and services that support community sport and active recreation

FIFO

Basketball Queensland

N.R. Commonwealth Programs

1 Queensland Program

- Basketball clinics and coaching
- Provision of basketball equipment

Mixed-delivery

Mornington Island Aboriginal Corporation for Health

N.R. Commonwealth Programs

1 Queensland Program

- Rugby League program
- Teeball program

Community-based

Mornington Shire Council

N.R. Commonwealth Programs

4 Queensland Program

- Basketball competition

Community-based

Source: KPMG (2023) based on data provided by government agencies. N.R. = Not Reported.

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2.7 Recreation and Culture

Case Study

Thaldi Gilmoo Luuli (Touch Football) Program

A weekly touch football program was introduced and facilitated by the Mornington Shire Council in June 2021. The program was a joint initiative by Move It North Queensland in partnership with the Mornington Shire Council and Western Queensland Primary Health Network (WQPHN).

The program involved skills training, drills and touch football games for children and young people. Bus pick up and drop off was also provided to support attendance. The program was reportedly important to:

- contributing to the overall health and wellbeing of the community;
- supporting community engagement and developing social connections; and
- developing team-based skills and positive behaviours in children and young people.

Case Study

Deadly Active Sport and Recreation Program

DTIS (Qld) in 2021 revised its approach to investment and service delivery for First Nations communities (including Mornington Island). The revised approach adopts a greater emphasis on fostering stronger partnership with First Nations communities in the development of physical activity and sporting opportunities and aligning with the Queensland Government's commitment toward reconciliation and a reframed relationship with First Nations peoples.

Reflecting this approach, in 2021, DTIS launched a new funding program, the Deadly Active Sport and Recreation Program (DASRP). The DASRP has the objective of providing funding to specified Indigenous Councils, including Mornington Island, to coordinate and facilitate the delivery of community-identified physical activity opportunities for First Nations peoples to increase physical activity participation.

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2.7 Recreation and Culture

Cultural Initiatives and Activities

KPMG identified a range of service providers that delivered activities and events aimed at supporting the connection to culture on Mornington Island. These services focused on preserving and strengthening cultural knowledge, practices, languages and arts.

Stakeholders identified the following strengths associated with cultural services delivered on Mornington Island:

- the provision of cultural services across the entire life course of community members – from childhood to old age;
- the organised events provided an important opportunity for community members to connect and celebrate their cultural identity;
- the investment in the cultural organisations on Mornington Island had supported the production of internationally significant artwork and dance; and
- the cultural initiatives and activities were increasingly being embedded in mainstream services to holistically meet the needs of the community (e.g., traditional language program at Mornington Island State School).

The following challenges were noted during stakeholder consultation, in regard to the delivery of cultural services on Mornington Island:

- the limited resourcing available to support the delivery of cultural initiatives on the Traditional Homelands;
- the inability to digitise and archive cultural works was a key risk to the preservation of traditional arts for future generations; and
- the need for improved succession planning for the younger generation to lead cultural initiatives and events in the community.

> "Culture is disappearing on Mornington Island – we only have one Songman left. We need to teach our young people more about their culture and land" **Community Member, Mornington Island**

Figure 70: Overview of the service providers in culture

Provider Overview

Mirndiyan Gunana Aboriginal Corporation

3 Commonwealth Programs

9 Queensland Programs

- Provision of equipment and visual art services to the community
- Delivery of cultural awareness programs
- Delivery of language programs
- Art showcases and cultural events
- Multi-year investment for Indigenous Art Centre

Community-based

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2.7 Recreation and Culture

Cultural Initiatives and Activities (cont.)

Figure 70: Overview of the service providers in culture (cont.)

Provider Overview

Junkuri Laka

1 Commonwealth Program

N.R. Queensland Programs

- Digital literacy and multi-media activities
- Maintaining a local remote Indigenous broadcasting service

Community-based

Mornington Shire Council

N.R. Commonwealth Programs

4 Queensland Program

- Facilitate community recognition and activities relating to NAIDOC week

Community-based

Wellesley Island Land Sea Social Economic Development Pty Ltd.

1 Commonwealth Program

N.R. Queensland Programs

- Events and activities promoting connection to Country

Community-based

Insite Arts International Pty Ltd.

N.R. Commonwealth Program

1 Queensland Programs

- Support for the development of Mirndiyan Gunana Aboriginal Corporation's Strategic Plan 2016 - 19

Virtual

Source: KPMG (2023) based on data provided by government agencies. N.R. = Not Reported.

> "Children and families used to go on cultural camps on-Country more. In 1997, we had over 200 families go on Country. This really helped keep our culture alive" **Community Member, Mornington Island**

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2.7 Recreation and Culture

Cultural Initiatives and Activities (cont.)

Figure 70: Overview of the service providers in culture (cont.)

Provider Overview

Agency Projects

1 Commonwealth Program

N.R. Queensland Programs

- Support to develop interactive and immersive cultural and art experiences

Fly-in Fly-out

Indigenous Art Centre Alliance

1 Commonwealth Program

1 Queensland Programs

- Support to mentor and build networks for First Nations artists

Fly-in Fly-out

Queensland Remote Aboriginal Media

1 Commonwealth Program

N.R. Queensland Programs

- Aboriginal and Torres Strait Islander media broadcasting services

Virtual

Queensland PCYC

N.R. Commonwealth Program

6 Queensland Programs

- Delivery of cultural workshops facilitated by First Nations peoples, and centred on the theme of working with adversity as a community.

Community-based

Source: KPMG (2023) based on data provided by government agencies. N.R. = Not Reported.

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2.7 Recreation and Culture

Analysis of Service Gaps

Figure 71 below summarises the priority services required on Mornington Island in the Recreation and Culture Building Block. KPMG consulted with stakeholders and reviewed the data reported by government to identify any potential gaps in service delivery. Based on this analysis, KPMG was unable to identify any potential service gaps on Mornington Island.

Refer to **page 154** for analysis of the effectiveness of services in the Recreation and Culture Building Block.

Figure 71: Overview of potential service gaps on Mornington Island

Priority Service	Delivery Status	Commentary
Recreational or sporting teams, clubs or groups	✓ Delivered	Services delivered by Department of Tourism, Innovation and Sport and Queensland PCYC.
Recreational or sporting events	✓ Delivered	The Mornington Island Small Grants Scheme was found to fund the Mornington Shire Council and Queensland PCYC to deliver recreation and sporting events on Mornington Island for 2016, 2017 and 2019. KPMG was unable to identify any service providers currently delivering recreational or sporting events on Mornington Island. It is noted, however, that government and government funded services delivering recreational or sporting teams, clubs or groups on Mornington Island are able to use their funding to deliver recreational and sporting events in line with their relevant grant program guidelines.
Assistance with operation of recreational or sporting facilities	✓ Delivered	KPMG was unable to identify any service providers currently providing assistance with the operation of recreational or sporting facilities on Mornington Island. It is noted that service providers receiving government funding for the delivery of recreational teams, clubs and events are likely to also support the operation of recreational or sporting facilities.
Cultural groups or organisations	✓ Delivered	Services delivered by a range of service providers, including Agency Projects, Indigenous Art Centre Alliance, and Mirndiyan Gunana Aboriginal Corporation.
Cultural events or celebrations	✓ Delivered	Service delivered by a range of service providers, including Mirndiyan Gunana Aboriginal Corporation and Mornington Shire Council.
Assistance with operating cultural facilities	✓ Delivered	Services delivered by Mirndiyan Gunana Aboriginal Corporation. It is noted that service providers receiving government funding for the delivery of cultural groups and events are likely to also support the operation of cultural facilities.
Television or radio broadcasting	✓ Delivered	Services delivered by Junkuri Laka and Queensland Remote Aboriginal Media.

Legend ✓ Service delivered to Mornington Island ! Potential service gap for Mornington Island

Source: KPMG (2023) based on data provided by government agencies.

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2.7 Recreation and Culture

Analysis of Service Duplications

The independent audit found a number of complementary recreational and cultural services delivered on Mornington Island. These services included:

- recreational or sporting teams, clubs or groups;
- recreation or sporting events;
- cultural groups or organisations;
- cultural events or celebrations;
- assistance with operating cultural facilities; and
- television or radio broadcasting services.

Desktop review of the programs indicated that the service providers were delivering recreational and cultural services that targeted different cohorts, cultural practices (e.g., art and dance) and sporting activities (e.g., basketball and boxing). These providers were identified through analysis as delivering complementary services.

Figure 72: Overview of potential service duplications on Mornington Island

Priority Service	Duplication Status	Commentary
Recreational or sporting teams, clubs or groups	✓ Complementary	The following service providers were identified in the data collection process as delivering complementary services: • **Queensland PCYC** was funded by DTIS to deliver physical and recreational activities to children and young people on Mornington Island. • **DTIS** was funded through their Regional Service Delivery Support program to develop and deliver services that support community sport and active recreation in order to improve health and community wellbeing outcomes. Desktop review of the programs indicated that the service providers were delivering complementary recreational or sporting services on Mornington Island.

Legend ✓ Complementary service ! Potential service duplication

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2.7 Recreation and Culture

Analysis of Service Duplications (cont.)

Figure 72: Overview of potential service duplications on Mornington Island (cont.)

Priority Service	Duplication Status	Commentary
Cultural groups or organisations	✓ Complementary	The following service providers were identified in the data collection process as delivering complementary services: • **Mirndiyan Gunana Aboriginal Corporation** was funded by the Department of Infrastructure, Transport, Regional Development, Communications and Art (DITRDCA) to provide First Nations languages programs and art and cultural activities for young people on Mornington Island. • **Agency Projects** was funded by DITRDCA to support Indigenous-led projects in the Mornington Island community. • **Indigenous Art Centre Alliance** was funded by DITRDCA to provide peak body support and services. Desktop review of the programs indicated that the service providers were delivering complementary cultural services on Mornington Island.
Cultural events or celebrations	✓ Complementary	The following service providers were identified in the data collection process as delivering complementary services: • **Mirndiyan Gunana Aboriginal Corporation** was funded by DTIS to support and encourage the creation of local artwork and traditional dance as well as to provide cultural showcases on Mornington Island. • **Wellesley Island Sea Social Economic Development Pty Ltd.** was funded by the National Indigenous Australians Agency to hold on-ground events in conjunction with other community organisations to celebrate NAIDOC week and to provide information regarding the Ranger Program. • **Queensland PCYC** was funded by DCHDE to deliver a cultural workshop that was facilitated by First Nations peoples, and centred on the theme of working with adversity as a community. Desktop review of the programs indicated that the service providers were delivering complementary cultural events on Mornington Island.

Legend ✓ Complementary service ! Potential service duplication

Source: KPMG (2023) based on data provided by government agencies.

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2.7 Recreation and Culture

Analysis of Service Duplications (cont.)

Figure 72: Overview of potential service duplications on Mornington Island (cont.)

Priority Service	Duplication Status	Commentary
Television or radio broadcasting	✓ Complementary	The following service providers were identified in the data collection process as delivering complementary services: • **Queensland Remote Aboriginal Media Corporation** was funded by the National Indigenous Australians Agency to provide regional coordination and support services to Indigenous Broadcasting Services on Mornington Island. • **Junkuri Laka** was funded by the National Indigenous Australians Agency to deliver digital literacy and multi-media activities for the Mornington Island community. Desktop review of the programs indicated that the service providers were delivering complementary broadcasting services on Mornington Island.

Legend ✓ Complementary service ! Potential service duplication

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2.7 Recreation and Culture

Service Effectiveness in Recreation and Culture

The effective delivery of recreation and cultural services is integral to enabling a healthy and culturally thriving community on Mornington Island. In the context of recreation, there is a strong relationship between physical activity and the health, development and psychosocial wellbeing of individuals. According to the World Health Organization, regular physical activity is associated with the following outcomes:

- prevention and management of non-communicable diseases such as cardiovascular diseases, cancer and diabetes;
- reduction of symptoms of depression and anxiety;
- improvement in learning outcomes; and
- healthy growth and development of children and young people.

Cultural identity is also an important protective factor to enhancing resilience, strengthening identity and supporting good health, and social and emotional wellbeing. The *Mayi Kuwayu National Study of Aboriginal and Torres Strait Islander Wellbeing* identified the following domains that support cultural identity:

- connection to Country;
- family, kinship and community;
- beliefs and knowledge;
- cultural expression and continuity;
- language;
- self-determination; and
- leadership.

Due to limitations in publicly available data, KPMG has been unable to identify direct outcome measures for recreation and cultural services. These data limitations related to the unavailability of:

- data collections at the community-level for assessing the level of participation in physical activity; and
- quantitative measures for holistically assessing the strength of cultural identity for First Nations peoples.

In order to provide a proxy measure for the effectiveness of recreation and cultural services, KPMG has therefore reviewed the trends in physical activity rates for remote and very remote communities (**Figures 73 and 74**) and the proportion of residents on Mornington Island who speak an Aboriginal and/or Torres Strait Islander language **(Figures 75).**

Physical activity

AusPlay has conducted an annual survey since 2015 to estimate participation rates in organised sports or physical activities outside of school hours. **Figures 73 and 74** overleaf summarises AusPlay's estimated participation rates for adults and children by remoteness category in Queensland. Overall, adults and children living in the remote or very remote areas had lower rates of physical activity in comparison with regional areas and main cities. For remote or very remote areas of Queensland, the results of this analysis indicated:

- the reduction in the proportion of adults participating in physical activity three or more times per week (i.e., from 54.6% in 2019 to 33.9% in 2022); and
- the reduction in the proportion of children participating in physical activity three or more times per week (i.e., from 17.0% in 2019 to 11.7% in 2022).

The low participation rate may be due to the limited to no opportunities existing for organised sport in remote communities. This potentially signals the need for further review of the availability and sustainability of organised sport and physical activities in remote communities such as Mornington Island.

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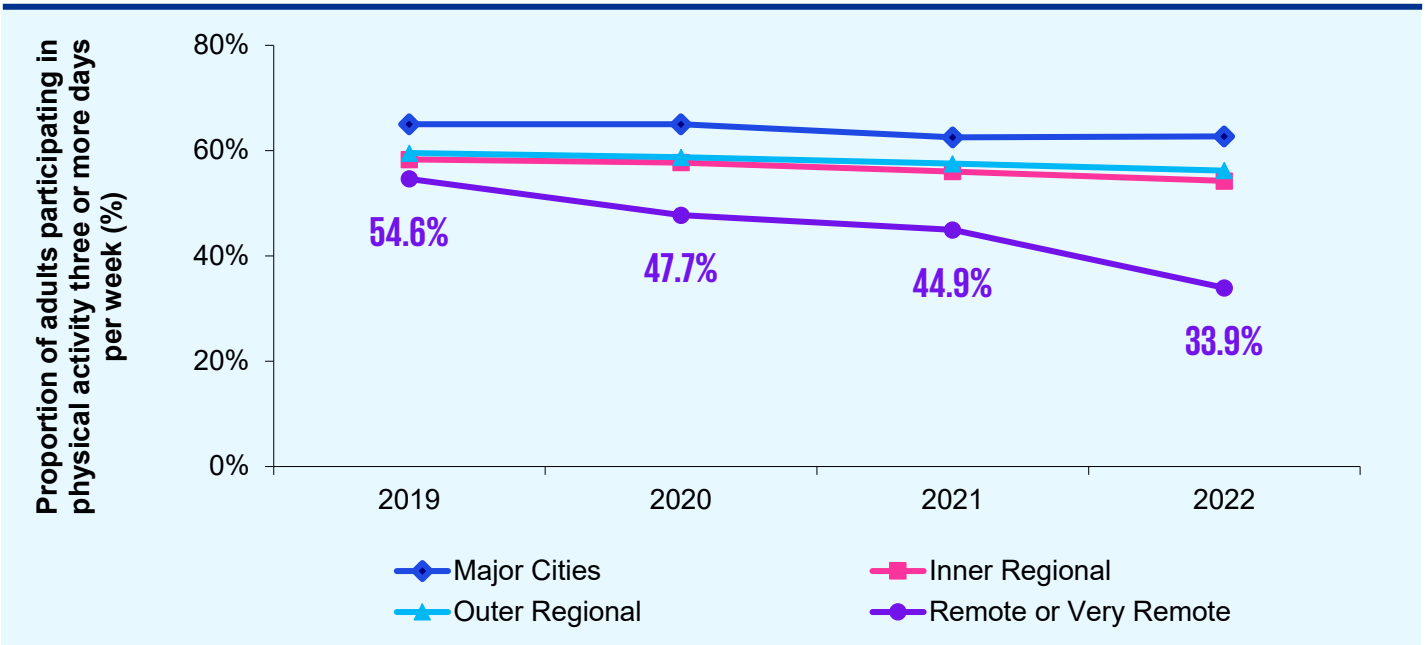
2.7 Recreation and Culture

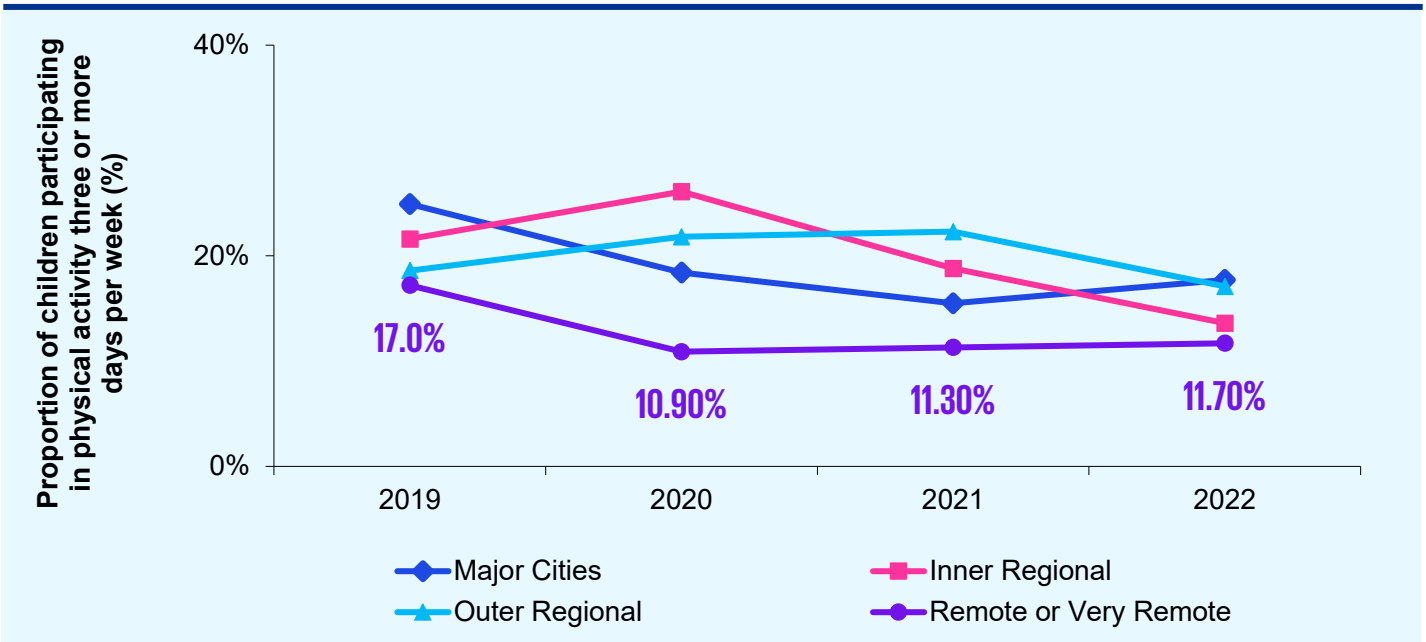
Service Effectiveness in Recreation and Culture (cont.)

Figure 73: Estimated proportion of Queensland adults participating in organised sport and physical activity three or more days per week, 2019 – 2022



Source: AUSPLAY, Overall Participation – Frequency of Participation (Adults), 2023.

Figure 74: Estimated proportion of Queensland children participating in organised sport and physical activity three or more days per week, 2019 – 2022



Source: AUSPLAY, Overall Participation – Frequency of Participation (Children), 2023.

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2.7 Recreation and Culture

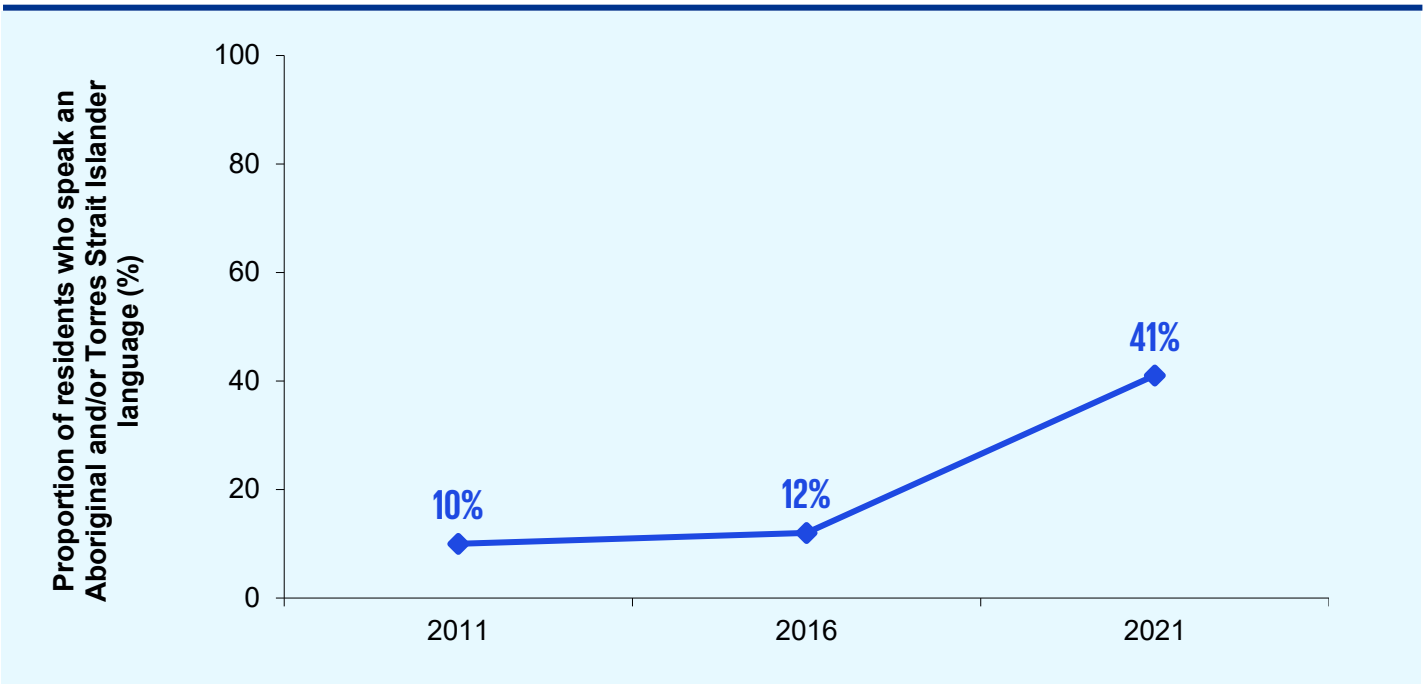
Service Effectiveness in Recreation and Culture (cont.)

Traditional languages

In Australia there are more than 250 Indigenous languages which connect First Nations peoples to Country, culture and their ancestors. Target 16 under the National Agreement on Closing the Gap aims for the sustained increase in number and strength of Aboriginal and Torres Strait Islander languages being spoken. This target recognises the importance of traditional languages in maintaining and strengthening cultural connections across Australia.

As shown in **Figure 75** below, the proportion of Mornington Island residents speaking Aboriginal and/or Torres Strait Islander languages increased from 10% in 2011 to 41% in 2021. Whilst KPMG was unable to evaluate causality or statistical significance, this analysis indicated a potential improvement in the community's connection with the traditional languages on Mornington Island. The improvement aligned with increased government investment in the provision of language programs and activities aimed at supporting the community's connection with culture and traditional practices.

Figure 75: Speakers of an Aboriginal or Torres Strait Islander language who identify as Aboriginal and/or Torres Strait Islander, 2011 – 2021 Census



Source: ABS, Region Summary: Mornington Island, 2022.

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2.7 Recreation and Culture

Service Effectiveness in Recreation and Culture (cont.)

KPMG has sought to understand the key factors that may be influencing the effectiveness of recreation and cultural service provision. The following section of the report has summarised KPMG's review of whether:

- the appropriate mix of activities and outputs have been funded by government to improve outcomes; and
- the policies and services have been co-designed and co-implemented in partnership with community.

Appropriateness of government investment

Between 2017 and 2022, the Commonwealth and Queensland Governments funded recreation and cultural programs that were primarily focused on the following outputs and outcomes:

- sporting activities and events to promote physical activity, social connectedness, and community pride; and
- cultural activities and events to preserve and strengthen traditional languages, arts and practice.

Desktop review and stakeholder consultations indicated that investment had broadly aligned to community need and aspirations. However, stakeholders identified the following areas of opportunity for improved government investment in:

- **Recreation and Culture, including:**
  - securing funding to develop adequate recreational and cultural facilities that meet the needs of the community; and
  - reviewing government's historical approach to grant-based funding mechanisms for recreational and cultural programs in remote areas such as Mornington Island to ensure stability of service provision.
- **Recreation-specific, including:**
  - increasing the regularity of team-based sporting events that contribute to the building of community pride and cohesion; and
  - reviewing the need for recreation activities to be delivered on weekends for children and young people to connect and socialise.
- **Culture-specific, including:**
  - supporting the sustainable delivery of cultural activities and initiatives on the Traditional Homelands;
  - prioritising and building the capacity of cultural leadership and authority on Mornington Island; and
  - implementing community-led approaches to measuring, monitoring and reporting on the strength of cultural identity on Mornington Island.

Community input in designing and delivering policies and services

The independent audit identified the following organisations that were integral in supporting community input in the design and delivery of services:

- **Mornington Shire Council** which worked closely with young people, Mornington Island State School, and Queensland PCYC to organise sporting activities that aligned with community preferences.
- **Mirndiyan Gununa Aboriginal Corporation** which worked closely with Elders and the broader community to design and deliver cultural activities and initiatives.

Stakeholders acknowledged that the engagement mechanisms were informal and would benefit from improved governance and cultural leadership.

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2.8 Children, Youth and Families

This section of the Final Report presents the current government expenditure on children, youth and families inclusive of:

- **child, family and parenting support;**
- **child safety services;**
- **youth supports;**
- **domestic and family violence;**
- **healing and recovery services.**

Commonwealth and Queensland Governments reported expenditure of $24 million on children, youth and family programs between 2017 and 2022. This represents approximately 7% of the $326 million total expenditure reported for all Building Blocks.

$24 million

reported and attributable to Mornington Island for children, youth and family services between 2017 and 2022.

7 per cent

of reported government expenditure between 2017 and 2022 was attributable to Mornington Island for children, youth and family services.

5 Funding Agencies

22 Programs

10 Service Providers

14 Service Types

30%

of providers were community-controlled

30%

of providers were community-based

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2.8 Children, Youth and Families

Reported Government Investment

The Children, Youth and Families Building Block aims to sustain and nurture the functioning of children, young people and families to maximise their potential and enhance community wellbeing. KPMG identified the following components of the Building Block that were delivered on Mornington Island between 2017 and 2022:

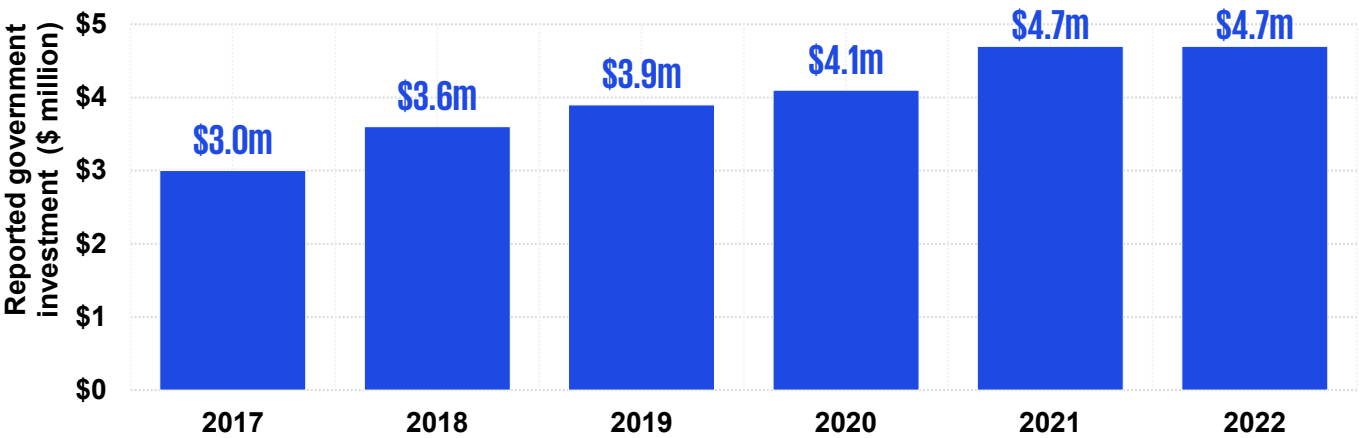
- **child, family and parenting support services** which included services aimed at enhancing parenting practices and strengthening the involvement of parents and family members in the caring of their children (refer to **page 161** for further information);
- **child safety services** which included services focused on ensuring children's safety and wellbeing and to prevent children from being harmed (refer to **page 163** for further information);
- **youth engagement and support services** which included services to support young people to develop positive behaviours and successfully transition to adulthood (refer to **page 165** for further information); and
- **domestic and family violence services** which included services focused on keeping people safe from harm and rehabilitating perpetrators to minimise re-offending (refer to **page 167** for further information).

These services were closely aligned to progressing Targets 7, 12 and 13 under the National Agreement on Closing the Gap.

Commonwealth and Queensland Governments reported a total investment of **$24 million** between 2017 and 2022. During this period, annual investment increased by approximately 57% from $3 million to $4.7 million per year. The largest funders of this Building Block were:

- **Department of Children, Youth Justice and Multicultural Affairs (Qld)** reporting $17 million or 71.13% of the total investment;
- **Department of Justice and Attorney-General (Qld)** reporting $4.45 million or 18.52% of the total investment;
- **Queensland Police Service** reporting $1.5 million or 6.23% of the total investment;
- **National Indigenous Australians Agency (Cth)** reporting $980,000 or 4.08% of the total investment; and
- **Department of Seniors, Disability Services and Aboriginal and Torres Strait Islander Partnerships (Qld)** reporting $10,000 or less than 1% of the total investment.

Figure 76: Annual investment in Children, Youth and Families (2017 to 2022)



Source: KPMG (2023) based on data provided by government agencies.
*Note: During the mapping period of 2017 to 2022, domestic and family violence services managed by the Department of Children, Youth Justice and Multicultural Affairs (Qld) transitioned to the Department of Justice and Attorney-General (Qld).

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2.8 Children, Youth and Families

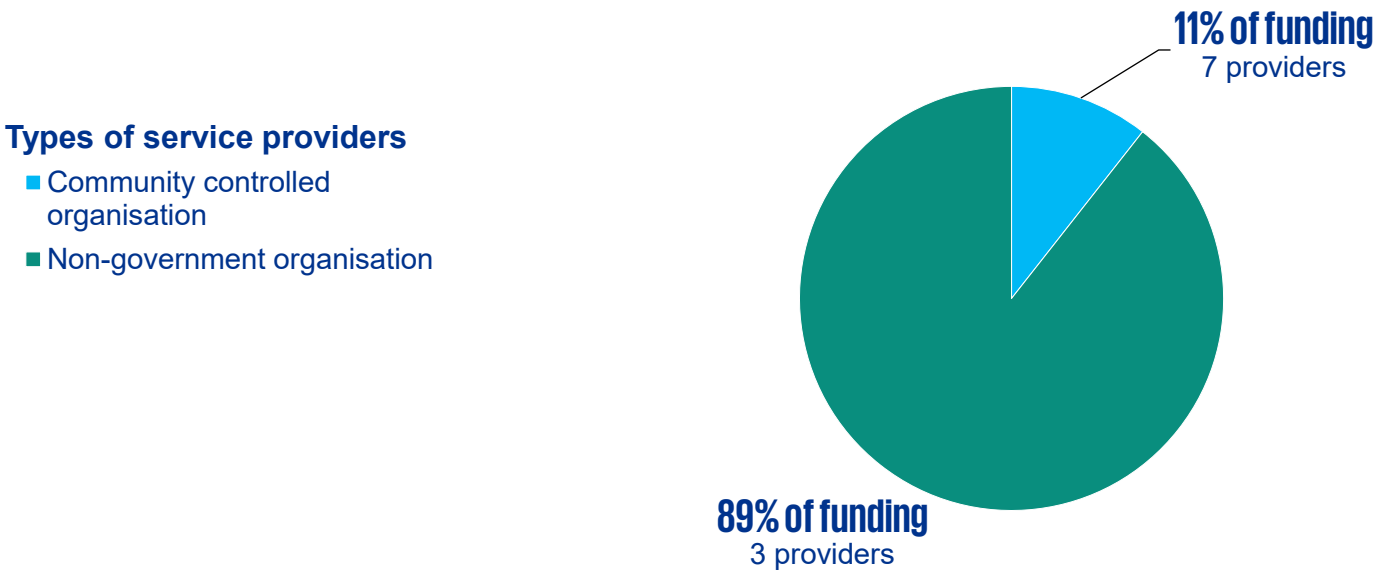
Service Providers and Delivery Models

As shown in **Figure 77**, government investment between 2017 and 2022 was targeted at different types of service providers, including:

- **Non-government Organisations** – Seven service providers received approximately 89% of total funding; and
- **Community Controlled Organisations** – Three service providers received approximately 11% of total funding.

Services were delivered through a combination of different models on Mornington Island. Stakeholders observed that the different models may have resulted in unclear roles and responsibilities in the delivery of child, youth and family services. In turn, this may have limited the coordination and delivery of person-centred responses, supports and services.

Figure 77: Overview of different service provider types and delivery models on Mornington Island



3
Community-based Providers

2
FIFO Providers

2
Mixed Delivery Providers

3
Virtual Providers

Source: KPMG (2023) based on data provided by government agencies.

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2.8 Children, Youth and Families

Child, Family and Parenting Support Services

KPMG found 54 Reasons to be the main provider of child, family and parenting support services. Gidgee Healing was contracted in 2018 to deliver the Aboriginal and Torres Strait Islander Family Wellbeing Service across the Lower Gulf region. However, this contract has now ceased and options for establishment of the service by a different provider were being explored at the time of KPMG's project.

Stakeholders identified the following strengths associated with child, family and parenting support services delivered on Mornington Island:

- the services were targeted at providing early intervention and supporting vulnerable parents and families to safely care for and protect their children; and
- the services were a key point of contact for providing referrals and improving access to other social services.

> "We need to support parents to bond with their children and have the capacity and skills to responsibly raise and nurture them." **Service provider, Mornington Island**

The following challenges were noted during stakeholder consultation, in regard to the delivery of child, family and parenting support services on Mornington Island:

- the effects of intergenerational trauma and the resulting impact on the ability of parents and families to nurture their children and be accountable for their upbringing;
- the high turnover of staff which impacted the capacity of service providers to deliver services that were trauma-informed and healing for parents and families; and
- the limited incorporation of traditional child rearing practices in the design and delivery of services.

> "Intergenerational trauma is huge and sometimes bigger than immediate needs of children and families." **Service provider, Mornington Island**

Figure 78: Overview of the service providers in parenting and family strengthening services

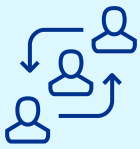
Provider Overview

54 Reasons

1 Commonwealth Program

4 Queensland Programs

- Support to develop parenting skills and build the capacity of families to care for their children
- Referrals to housing, healthcare and other social services



Mixed model

Gidgee Healing

N.R. Commonwealth Programs

1 Queensland Program

- Contracted to provide culturally responsive support to improve the social, emotional, spiritual and physical wellbeing of families

Mixed model

Source: KPMG (2023) based on data provided by government agencies. N.R. = Not Reported.

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2.8 Children, Youth and Families

Case Study

Family and Child Connect

54 Reasons was funded to deliver the Family and Child Connect Service on Mornington Island. The service was aimed at improving outcomes for at-risk families and children through increased referrals to family support services. Referrals provided assistance with a range of family and parenting challenges by;

- building better family relationships;
- preventing and stopping any violence at home;
- managing budgets and finances;
- addressing alcohol, drug or gambling problems; and
- accessing housing, health care or access to other community or government services.

Case Study

Sustainable Families Project

Commencing in 2023, the Sustainable Families Project will be delivered to improve parenting skills and create safer home environments by reducing home brew consumption and alcohol related harm. This project will be delivered in a safe and healing manner targeting First Nations parents and families. The objectives of the project include:

- assisting parents to become their child's first teacher;
- providing parents with the tools they need to give their children a safe, culturally sensitive upbringing;
- upskilling local support service employees to take a trauma-informed approach to delivering their parenting support programs; and
- coordinating and collaborating service delivery where appropriate to reduce duplication and continuously improve the outcomes of service delivery on Mornington Island.

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2.8 Children, Youth and Families

Child Safety Services

The Department of Children, Youth Justice and Multicultural Affairs has legislative responsibility to assess and intervene in cases of suspected child abuse and neglect. Departmental investment in services delivered by non-government agencies includes funding to community-based organisations and organisations that offer visiting services for the community. These providers delivered child safety services through a combination of community-based and FIFO models.

Stakeholders identified the following strengths associated with child safety services delivered on Mornington Island:

- the Aboriginal and Torres Strait Islander Family Led Decision Making (ATSIFLDM) process involved parents and families in shared decision-making, and was delivered under the Family Participation Program;
- the Safe House enabled children and young people to remain safely in their communities, including while their child safety needs are being assessed; and
- the expansion of the Next Steps Plus Program enabled supports to be provided to young people aged up to 25 years that were transitioning out-of-care.

The following challenges were noted during stakeholder consultation, in regard to the delivery of child safety services on Mornington Island:

- the combination of different service delivery models limited the coordination and responsiveness of child safety services;
- the need for community-led strategies to address specific risk factors to child safety, including alcohol or substance misuse and domestic and family violence; and
- the need for increased truth-telling, understanding and healing of the historical impacts of separating children from their families during the Missionary period.

> "Children sometimes feel safer on the streets than in their own homes." **Community member, Mornington Island**

Figure 79: Overview of the service providers in child safety services

Provider Overview

Aboriginal and Islanders Development and Recreational Women's Association (AIDRWA)

N.R.
Commonwealth Programs

1
Queensland Program

- Support for families subject to a child safety notification or involved in the child safety system
- Facilitation of ATSIFLDM processes to ensure the participation of parents and families in child safety decisions

FIFO

Source: KPMG (2023) based on data provided by government agencies. N.R. = Not Reported.

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2.8 Children, Youth and Families

Child Safety Services (cont.)

Figure 79: Overview of the service providers in child safety services (cont.)

Provider Overview

Mission Australia

N.R. Commonwealth Programs

4 Queensland Programs

- Integrated residential care and family support services through the Safe House

Community-based

Churches of Christ

N.R. Commonwealth Programs

2 Queensland Program

- Facilitate and support family based care
- Facilitate support for the transition of young people (aged 15 – 25 years) out of statutory care

FIFO

Child Safety Officers*

N.R. Commonwealth Programs

N.R. Queensland Program

- Investigative and assessment services
- Ongoing interventions and support for children have been harmed or determined at risk of harm

Community-based

Source: KPMG (2023) based on data provided by government agencies. N.R. = Not Reported.
*Note: Government did not report on investment into Child Safety Officers for their provision of child safety services. Stakeholder consultation identified their service delivery on Mornington Island. KPMG was unable to determine investment into the service and has not included it in the analysis of the Report.

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2.8 Children, Youth and Families

Youth Engagement and Support Services

Between 2017 and 2022, three service providers were funded to deliver youth supports on Mornington Island. The Queensland PCYC was funded to deliver youth support services until the program transitioned to Mission Australia in 2022. Junkuri Laka was funded by the National Indigenous Australians Agency between 2020 and 2022 to support disengaged youth to connect with community and culture.

In August 2022, the Mornington Shire Council received funding to deliver two years of youth activities on Mornington Island. In particular, the funding from the Indigenous Advancement Strategy will deliver a Youth Hub activity, an Engage Life and Learning activity, and an On Country activity. This aspect of serviced delivery was outside of KPMG's scope as funding was received in the 2022-23 financial year and services were yet to commence.

Stakeholders identified the following strengths associated with the youth supports delivered on Mornington Island:

- the responsiveness of services to the preferences of young people (e.g., after-hours or outdoor activities);
- the building of life skills (e.g., cooking healthy meals) and developing positive behaviours; and
- the focus on early intervention for young people at-risk of disconnection with family, education and community.

The following challenges were noted during stakeholder consultation, in regard to the delivery of youth support services on Mornington Island:

- the shortage of a suitably qualified, experienced and trusted workforce to deliver youth support services;
- the complex range of risk factors experienced by young people on Mornington Island, including low social and emotional wellbeing, poor parental relationships, exposure to violence, and disconnection from culture;
- the lack of safe and culturally appropriate spaces for young people to socialise and access supports; and
- the need for a community-led approach that incorporates community members, leaders and Elders throughout the development and ongoing implementation of youth support initiatives centred on culture and traditional practices.

> "The new generation doesn't know which way to go – the Aboriginal or European way. We need to bring our kids on Country to reconnect with their culture." **Community member, Mornington Island**

Figure 80: Overview of the service providers in youth engagement and support services

Provider Overview

Queensland PCYC

N.R.
Commonwealth Programs

3
Queensland Program

- Support to improve young people's (aged 8 – 21 years) connection with family, community, recreation, education, training and employment
- Contract ended 30 June 2021 and transitioned to Mission Australia

Community-based

Source: KPMG (2023) based on data provided by government agencies. N.R. = Not Reported.

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2.8 Children, Youth and Families

Youth Engagement and Support Services (cont.)

Figure 80: Overview of the service providers in youth engagement support services (cont.)

Provider Overview

Mission Australia

N.R.
Commonwealth Programs

4
Queensland Program

- Supports to improve young people's (aged 8 – 21 years) connection with family, community, recreation, education, training and employment

Community-based

Junkuri Laka

1
Commonwealth Program

3
Queensland Programs

- Support for young people (aged 16 – 24 years) to build a positive connection with community and to engage in meaningful cultural activities

Community-based

Source: KPMG (2023) based on data provided by government agencies. N.R. = Not Reported.

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2.8 Children, Youth and Families

Domestic and Family Violence Services

KPMG identified a range of providers delivering domestic and family violence services on Mornington Island, including counselling, temporary accommodation, perpetrator interventions, and night patrol services. The services and supports were provided through a combination of community-based, FIFO, and virtual models.

Stakeholders identified the following strengths associated with the domestic and family violence services :

- the delivery of awareness campaigns improved the community's understanding of the impacts of domestic and family violence and provided information about the available supports and services;
- the Men's Group supported community members to address, resolve and build resilience to the underlying causal factors which led to the perpetration of domestic and family violence (e.g., substance misuse);
- the services delivered through the Women's Shelter and Night Patrol provided immediate support to community members in need of safe accommodation and transport; and
- the increased focus on delivering an integrated approach to preventing and responding to domestic and family violence.

> "There's a DFV meeting every Friday that brings together Police, Probation and Parole, ATODS, Mission Australia, 54 Reasons and Mental Health." **Service provider, Mornington Island**

The following challenges were noted during stakeholder consultation, in regard to the delivery of domestic and family violence services on Mornington Island:

- the minimal improvement in the community-level and individual risk factors associated with domestic and family violence (e.g., poor mental health, overcrowding, community and family instability);
- the limited responsiveness of the FIFO perpetrator intervention services to escalation of domestic and family violence in the community; and
- the absence of community-led counselling and healing services to support victims of domestic and family violence to recover from trauma and the physical, mental, emotional, and economic impacts of violence.

> "What is driving DFV? Intergenerational trauma, alcohol abuse, and other really complex and interwoven issues." **Service provider, Mornington Island**

Figure 81: Overview of the service providers in domestic and family violence services

Provider Overview

Mission Australia

N.R.	4
Commonwealth Programs	Queensland Program

- Temporary supported accommodation for women and their children experiencing domestic and family violence (Women's Shelter)
- Counselling to community members who have experienced domestic and family violence (Safe Haven)
- Night Patrol that transports children found on the street to a safe place (7:30pm to 1:00am)

Community-based

Source: KPMG (2023) based on data provided by government agencies. N.R. = Not Reported.

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2.8 Children, Youth and Families

Domestic and Family Violence Services (cont.)

Figure 81: Overview of the service providers in domestic and family violence services

Provider Overview

54 Reasons

1 Commonwealth Programs

4 Queensland Programs

- Counselling to victims of violence, including women and their children
- Integrated service responses to domestic and family violence

Mixed model

Junkuri Laka

1 Commonwealth Programs

3 Queensland Programs

- Men's Group to change negative behaviour which affects men's individual wellbeing and contributes to the perpetration of violence
- Immediate and community-led responses to domestic and family violence incidents

Community-based

Queensland Indigenous Family Violence Legal Service

N.R. Commonwealth Programs

1 Queensland Program

- Domestic and family violence awareness campaigns

Virtual

Queensland PCYC

N.R. Commonwealth Programs

3 Queensland Program

- Domestic and family violence awareness campaigns

Community-based

Source: KPMG (2023) based on data provided by government agencies. N.R. = Not Reported.

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2.8 Children, Youth and Families

Domestic and Family Violence Services (cont.)

Figure 81: Overview of the service providers in domestic and family violence services (cont.)

Provider Overview

DVConnect Ltd

N.R.
Commonwealth Programs

2
Queensland Programs

- Domestic and family violence advice, counselling and referrals
- Counselling to people whose lives have been impacted by sexual violence

Virtual

Children by Choice Association

N.R.
Commonwealth Programs

1
Queensland Program

- Trauma-informed counselling and case management to women who are at risk or have experienced gender-based violence

Virtual

Source: KPMG (2023) based on data provided by government agencies. N.R. = Not Reported.

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2.8 Children, Youth and Families

Analysis of Service Gaps

Figure 82 below summarises the priority services required on Mornington Island in the Children, Youth and Families Building Block. KPMG consulted with stakeholders and reviewed the data reported by government to identify any potential gaps in service delivery. Based on this analysis, 'youth social and behaviour change services' and 'post-crisis and healing support services' were identified as a key gap in service provision for the community.

Refer to **page 175** for analysis of the effectiveness of services in the Children, Youth and Family Building Block.

Figure 82: Overview of potential service gaps on Mornington Island

Priority Service	Delivery Status	Commentary
Parenting education and support services	✓ Delivered	Services delivered by 54 Reasons.
Family support and strengthening services	✓ Delivered	Services delivered by 54 Reasons. Gidgee Healing had not implemented its Family Wellbeing Services at the time of this independent audit and options for delivery for the service by another provider were being explored at the time of KPMG's report.
Investigation and assessment services	✓ Delivered	Stakeholder consultation indicated that services are delivered by Child Safety Officers.
Community intervention services	✓ Delivered	Services delivered by Aboriginal and Islanders Development and Recreational Women's Association.
Supporting children in home services	✓ Delivered	Services delivered by Mission Australia.
Out-of-home care services	✓ Delivered	Services delivered by Churches of Christ and Mission Australia.
Leaving care services	✓ Delivered	Services delivered by Churches of Christ.
Youth support services	✓ Delivered	Services delivered by a range of providers including Junkuri Laka, Mission Australia, and Queensland PCYC.
Youth cultural connection services	✓ Delivered	Services delivered by Junkuri Laka through its Mandarda Birrawaa Bilaanku Youth Leadership and Learning Program.
Youth social and behaviour change services	! Potential gap	KPMG was unable to identify any service providers delivering youth social and behaviour change services.

Legend ✓ Service delivered to Mornington Island ! Potential service gap for Mornington Island

Source: KPMG (2023) based on data provided by government agencies.

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2.8 Children, Youth and Families

Analysis of Service Gaps (cont.)

Figure 82: Overview of potential service gaps on Mornington Island (cont.)

Priority Service	Delivery Status	Commentary
Domestic and family violence counselling and support services	✓ **Delivered**	Services delivered by DVConnect Ltd and Mission Australia.
Domestic and family violence safe housing services	✓ **Delivered**	Services delivered by Mission Australia.
Transportation services for those at risk of domestic and family violence	✓ **Delivered**	Services delivered by Mission Australia.
Domestic and family violence perpetrator intervention services	✓ **Delivered**	Services delivered by 54 Reasons.
Support services for victims and witnesses of trauma	✓ **Delivered**	Services delivered by DVConnect Ltd.
Post-crisis and healing support services	! **Potential gap**	KPMG was unable to identify any service providers delivering post-crisis and healing support services.

Legend ✓ Service delivered to Mornington Island ! Potential service gap for Mornington Island

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2.8 Children, Youth and Families

Analysis of Service Duplications

The independent audit found a number of complementary children, youth and family services delivered on Mornington Island. These services included:

- family support and strengthening services;
- youth support services;
- family violence counselling and support services;
- out-of-home care; and
- support services for victim and witnesses of trauma.

Desktop review of the programs indicated that the providers were services that targeted different cohorts and delivering a range of supports targeted to children, youth and families.

Figure 83: Overview of potential service duplications on Mornington Island

Priority Service	Duplication Status	Commentary
Family support and strengthening services	✓ Complementary	The following service providers were identified in the data collection process as delivering complementary services: • **Gidgee Healing** was funded by the Department of Children, Youth Justice and Multicultural Affairs (DCYJMA) to provide Aboriginal and Torres Strait Islander families with children under the age of 18 years requiring support. The service had not been established at the time of KPMG's project and options to fund another provider to deliver the Family Wellbeing Services were being explored. • **54 Reasons** was funded by the National Indigenous Australians Agency to deliver early years learning activities and parental engagement activities to promote parental participation in their children's education. 54 Reasons was also funded to help strengthen the skills and capacity of parents in the community. Desktop review of the programs indicated that the service providers were delivering complementary family support and strengthening services on Mornington Island.

Legend ✓ Complementary service ! Potential service duplication

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2.8 Children, Youth and Families

Analysis of Service Duplications

Figure 83: Overview of potential service duplications on Mornington Island

Priority Service	Duplication Status	Commentary
Youth support services	✓ Complementary	The following service providers were identified in the data collection process as delivering complementary services: • **Junkuri Laka** was funded by the National Indigenous Australians Agency to develop individual development plans for disengaged youth. These plans include: mentoring, cultural activities, work experience, and yarning circles. • **Queensland PCYC** was funded by the Queensland Police Service and DCYJMA to deliver community support and engagement activities for the youth on Mornington Island. • **Mission Australia** was funded by DCYJMA to deliver advice, referral services, and youth development services. Desktop review of the programs indicated that the service providers were delivering complementary cultural services on Mornington Island.
Out-of-home care services	✓ Complementary	The following service providers were identified in the data collection process as delivering complementary services: • **Churches of Christ** was funded by DCYJMA to provide family-based care for children and young people aged under 18 years who have been assessed as having a moderate or high level of support needs. • **Mission Australia** was funded by DCYJMA to provide 24-hour residential care with supervision and / or on-call support to children on Mornington Island. Desktop review of the programs indicated that the service providers were delivering complementary out-of-home services on Mornington Island.

Legend ✓ Complementary service ! Potential service duplication

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2.8 Children, Youth and Families

Analysis of Service Duplications

Figure 83: Overview of potential service duplications on Mornington Island

Priority Service	Duplication Status	Commentary
Domestic and family violence counselling and support services	✓ Complementary	The following service providers were identified in the data collection process as delivering complementary services: • **Mission Australia** was funded by DCYJMA to provide family support, education and counselling to assist individuals and families in accessing specialist domestic and family violence services and practical support. • **54 Reasons** was funded by the Department of Justice and Attorney-General (DJAG) to deliver domestic and family violence counselling, court-based support and awareness programs. • **Junkuri Laka** was funded by DJAG and the Department of Seniors, Disability Services and Aboriginal and Torres Strait Islander Partnerships to deliver a men's domestic and family violence service and provide support to individuals and families impacted by the incident within the first 24-48 hours. • **DVConnect Ltd.** was funded by DJAG to provide virtual domestic and family violence support. Desktop review of the programs indicated that the service providers were delivering complementary domestic and family violence counselling and support services on Mornington Island.
Support services for victims and witnesses of trauma	✓ Complementary	The following service providers were identified in the data collection process as delivering complementary services: • **Children by Choice Association Inc.** was funded by DJAG to provide counselling and case management for women who have experienced domestic and family violence. • **DVConnect Ltd.** was funded by DJAG to provide support services to people who have experienced sexual assault. Desktop review of the programs indicated that the service providers were delivering complementary support services for victims and witnesses of trauma on Mornington Island.

Legend ✓ Complementary service ! Potential service duplication

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2.8 Children, Youth and Families

Service Effectiveness in Children, Youth and Families

The effective delivery of services in the Children, Youth and Families Building Block is essential to enabling families to care for, and protect, children and young people. In particular, services should be:

- supporting parents to meet the holistic needs of children and young;
- enabling young people to reach their full potential and successfully transition into adulthood; and
- protecting children, young people and families who are at risk of abuse or violence.

In analysing the effectiveness of services in the Children, Youth and Families Building Block, KPMG has reviewed trends in outcome measures over time. These outcome measures relate to:

- **substantiated notification of harm** – the rate of unique children aged 0 – 17 years who have been subject to a substantiated notification of harm between 2016 and 2022;
- **youth engagement in study and work** – the proportion of young people aged 15 – 24 years who have engaged in full-time or part-time study or employment between 2016 and 2021; and
- **domestic and family violence orders –** the rate of reported order breaches between 2016 and 2022.

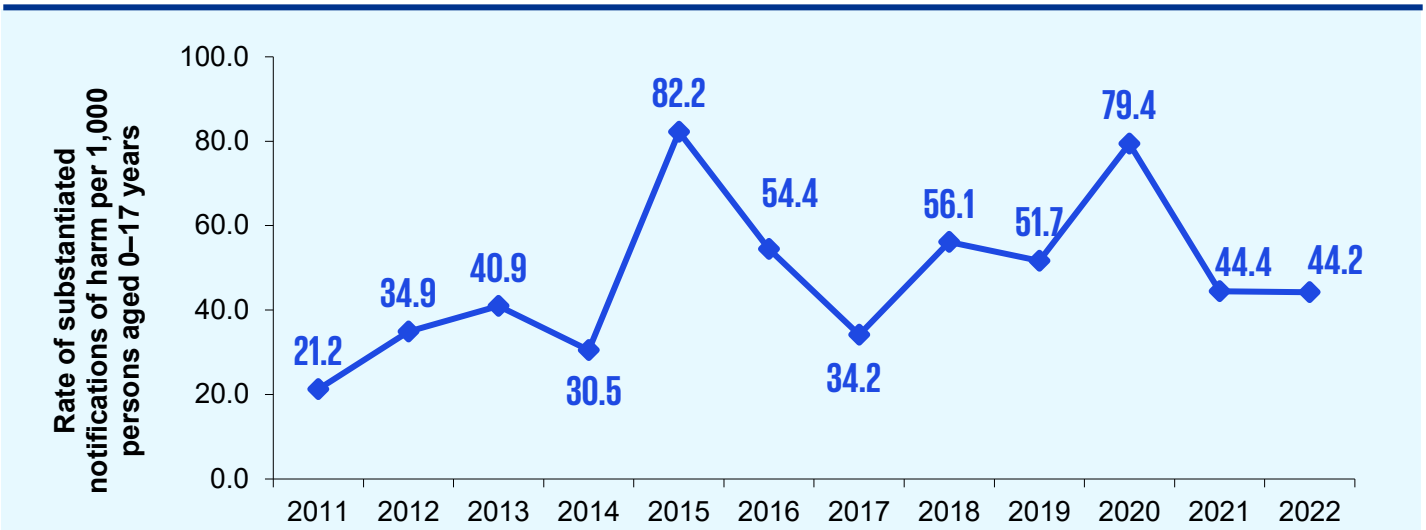
Child safety

Target 12 under the National Agreement on Closing the Gap is aimed at ensuring First Nations children are not overrepresented in the child protection system. As shown in **Figure 84**, the rate of substantiated notifications of harm showed a high degree of variability between 2011 and 2022. During this period, the rate increased from 21.2 to 44.2 substantiated notifications of harm per 1,000 children aged 0 – 17 years. The increased incidence of substantiated notifications of harm may be attributable to a range of factors, including:

- real rises in abuse and neglect on Mornington Island;
- legislative changes to the thresholds for substantiated notifications of harm;
- increased reporting of child harm by the community; and
- changes in the provision of child safety services.

In the absence of an evaluation to establish causality, KPMG was unable to determine whether there was an increase in the incidence of child harm as a result of the ineffective delivery of services.

Figure 84: Unique children aged 0–17 years subject to a substantiated notification of harm (rate per 1,000 persons aged 0–17 years), 2011 – 2022



Source: Department of Children, Youth Justice and Multicultural Affairs and Queensland Treasury concordance-based estimates.

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2.8 Children, Youth and Families

Service Effectiveness in Children, Youth and Families

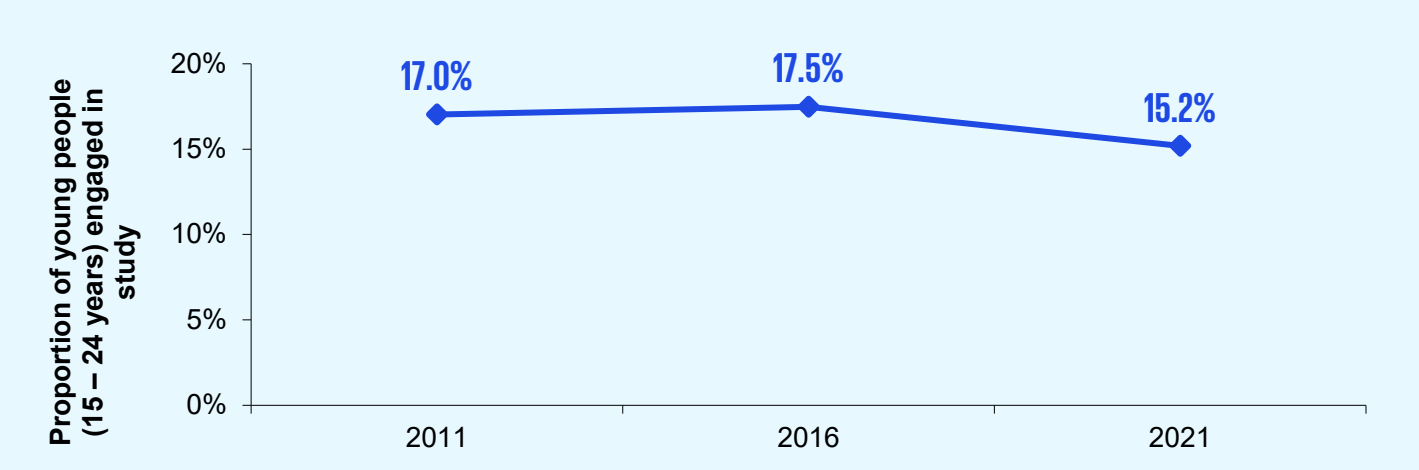
Youth engagement in education and employment

Target 7 under the National Agreement on Closing the Gap is aimed at supporting First Nations young people to engage in education or employment. Therefore, in order to consider the effectiveness of youth support services on Mornington Island, KPMG has reviewed trends in the proportion of young people aged 15 to 24 years engaging in study and employment. Between 2011 and 2021, there had been:

- a decrease in the proportion of young people studying from 17.0% to 15.2% (**Figure 85**); and
- a decrease in the proportion of young people engaging in employment form 21.3% to 8.8% (**Figure 86**).

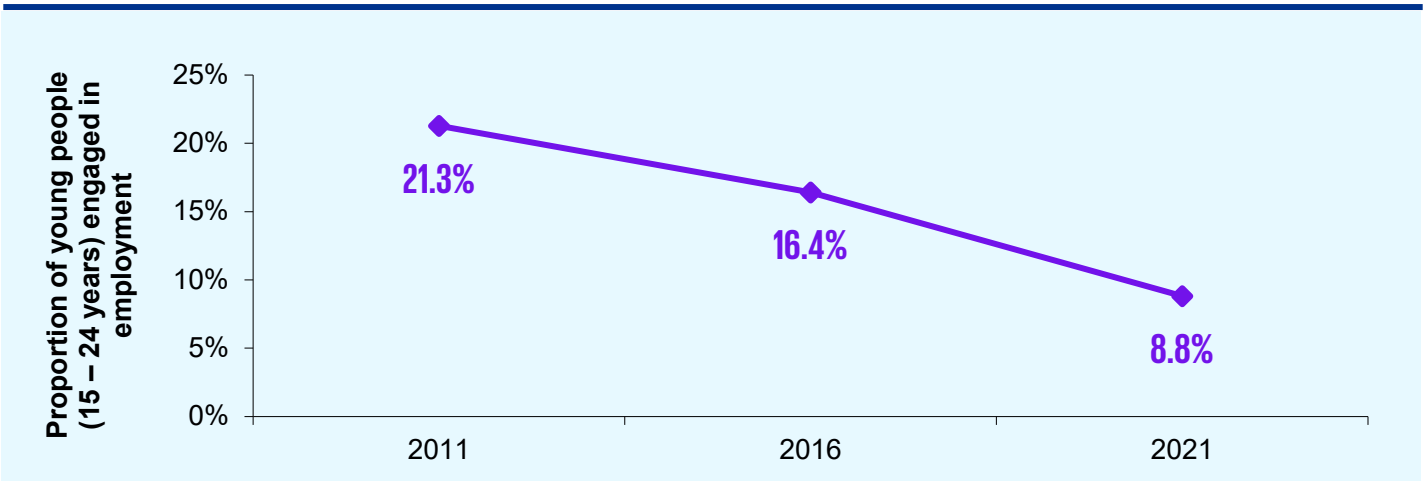
Whilst KPMG was unable to evaluate causality or measure statistical significance, the analysis indicated that young people were increasingly becoming disengaged with education and work over time. This suggests that more could be done to improve the effectiveness of youth support services to engage and support young people to achieve their full potential.

Figure 85: Young people aged 15 – 24 years engaged in full-time or part-time study, 2011 – 2021 Census



Source: ABS, Census of Population and Housing, 2011 - 2021, TableBuilder.

Figure 86: Young people aged 15 – 24 years engaged in full-time or part-time employment, 2011 – 2021 Census



Source: ABS, Census of Population and Housing, 2011 - 2021, TableBuilder.

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2.8 Children, Youth and Families

Service Effectiveness in Children, Youth and Families

Domestic and family violence

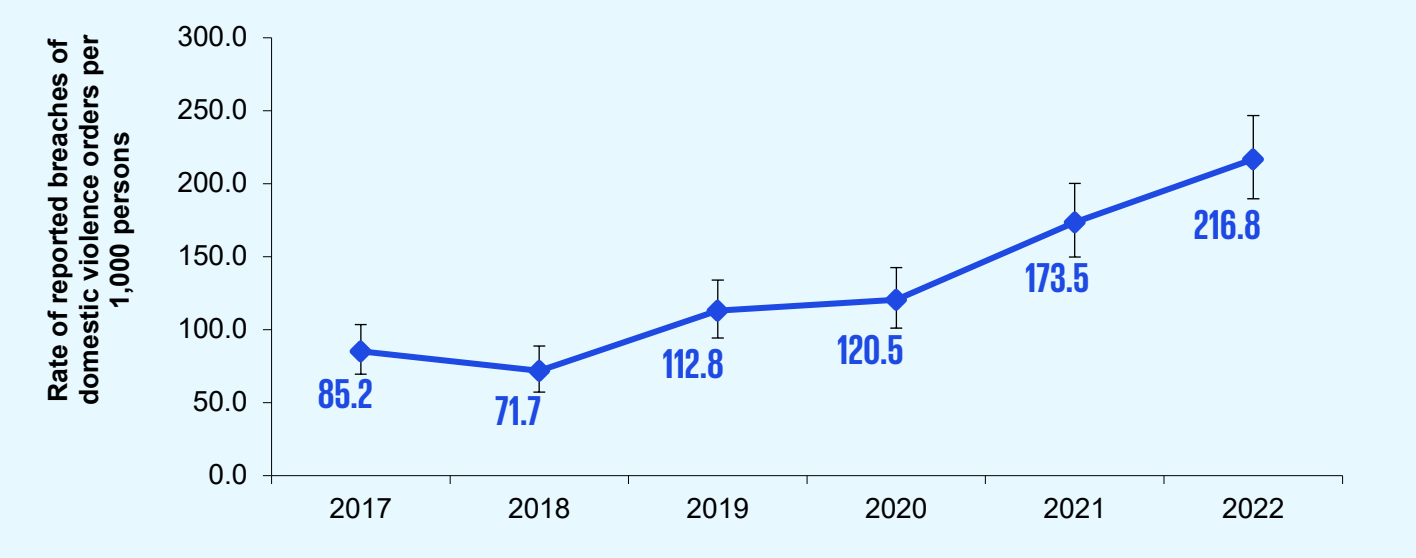
Target 13 of the National Agreement on Closing the Gap is aimed at improving the safety of First Nations families and households. A critical component of this target was the reduction of domestic and family violence to support First Nations people feel safe in their homes and to provide safe, secure environments for children to reach their full potential.

In order to consider the effectiveness of domestic and family services on Mornington Island, KPMG has reviewed trends in breaches of domestic violence orders. As shown in **Figure 87**, the rate of breaches of domestic violence orders consistently increased between 2018 and 2022. Notably, the rate more than tripled from 71.7 to 216.8 breaches per 1,000 persons. The increased rate domestic violence order breaches may be attributable to a range of factors, including:

- real rises in the contravention of orders aimed at protecting persons from harm or violence;
- increases in the reporting of breach incidents by aggrieved persons;
- changes in the practices relating to the investigation, charging and reporting of domestic violence order breaches (see note below).

In the absence of a robust evaluation to establish causality, KPMG was unable to determine whether there was an increase in breaches of domestic and family violence orders as a result of the ineffective delivery of services. Notwithstanding this, stakeholders reported that services across the Building Blocks needed to be more integrated and holistic in responding to domestic and family violence in the community. Services reportedly also needed to be more timely in order to intervene early and prevent violence from escalating.

*Figure 87: Reported breaches of domestic violence orders (rate per 1,000 persons), Mornington Island, 2017 – 2022**



Source: Queensland Police Service and Queensland Treasury concordance-based estimates.
*Note: From 1 July 2021 the QPS implemented a decision to enhance the consistent practice of recording criminal offences associated with domestic and family violence (DFV) investigations across the state within the QPS QPRIME computer system. When responding to and investigating a DFV occurrence, police across the state are now consistently recording all offences identified in the same incident in the QPRIME system. This means that police districts will likely see a statistical increase in a number of DFV related offence categories – for example DFV related assault, strangulation or wilful damage.

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2.8 Children, Youth and Families

Service Effectiveness in Children, Youth and Families

In the context of the observed trends for children, youth and families outcomes, KPMG has sought to understand the factors that may be influencing the effectiveness of service provision. This included the review of whether:

- the appropriate mix of activities and outputs have been funded by government to improve outcomes; and
- the policies and services have been co-designed and co-implemented in partnership with community.

Appropriateness of government investment

Between 2017 and 2022, the Commonwealth and Queensland Governments funded programs that were targeted at the following outcomes:

- building the capacity of parents and families to care for and nurture their children;
- protecting children and young people who are at risk of abuse and neglect within their families;
- case managing and supporting young people to reach their full potential by connecting with education, employment, community and culture; and
- raising awareness, preventing and responding to domestic and family violence in the community.

The children, youth and families services were funded in connection with other universal responses (e.g., schooling, health, sport and recreation services) and other tertiary responses (e.g., police, youth justice and adult services). Together, these services provided the scaffolding for children, young people and their families to achieve positive outcomes.

Desktop review and stakeholder consultations indicated that investment had broadly funded the appropriate mix of services. However, stakeholders identified the following areas of opportunity for improved government investment. These opportunities for improvement related to the following areas:

- **Children, youth and families services, including:**
  - strengthening the capacity of community-led organisations to have an increased role in the design, delivery and monitoring of child, youth and family services;
  - targeting supports to promote healing, family functioning and to address specific risk factors, including trauma, substance misuse, mental health issues and socio-economic disadvantage; and
  - conducting a comprehensive needs assessment to identify the outreach or FIFO services that may achieve improved outcomes if they were delivered through community-based models.
- **Children-specific services, including:**
  - reviewing, re-designing and implementing procedures in partnership with community to embed traditional child-rearing practices in parenting programs; and
  - ensuring the consistent, responsive and culturally safe delivery of contracted universal, secondary and tertiary services for child safety.
- **Youth-specific services, including:**
  - creating safe spaces for young people to socialise as well as access information, supports and advice; and
  - supporting the sustainable delivery of youth supports and activities on the Traditional Homelands.
- **Family-specific services, including:**
  - developing a community-led and cross agency action plan to prevent, intervene and respond to domestic and family violence; and
  - increasing the capacity of services to intervene early to stop violence from escalating and protecting community members from immediate and long-term harm.

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2.8 Children, Youth and Families

Service Effectiveness in Children, Youth and Families

Community input in designing and delivering policies and services

The independent audit identified the following organisations that were integral in supporting community input in the design and delivery of services:

- **Junkuri Laka** which worked closely with Elders and the broader community to respond to domestic and family violence outside of the criminal justice system (e.g., through its Men's Group); and
- **Mission Australia** which was proactive in engaging with the community to improve the responsiveness of its services.

Stakeholders acknowledged that the engagement mechanisms were informal and would benefit from improved governance and cultural leadership.

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2.9 Public Order and Safety

This section of the Final Report presents the current government expenditure on public order and safety inclusive of:

- **police, fire and emergency services;**
- **community justice and court services;**
- **youth justice services; and**
- **adult justice services.**

Commonwealth and Queensland Governments reported expenditure of $19 million on public order and safety services between 2017 and 2022. This represents approximately 6% of the $326 million total expenditure reported for all Building Blocks.

$19 million

reported and attributable to Mornington Island for public order and safety related services between 2017 and 2022.

6 per cent

of reported government expenditure between 2017 and 2022 was attributable to Mornington Island for public order and safety services.

7 Funding Agencies

15 Programs

9 Service Providers

12 Service Types

11%

of providers were community-controlled

67%

of providers were community-based

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2.9 Public Order and Safety

Reported Government Investment

The Public Order and Safety Building Block aims to create a safe and secure community that promotes a law abiding way of life. KPMG identified the following components of the Building Block that were delivered on Mornington Island between 2017 and 2022:

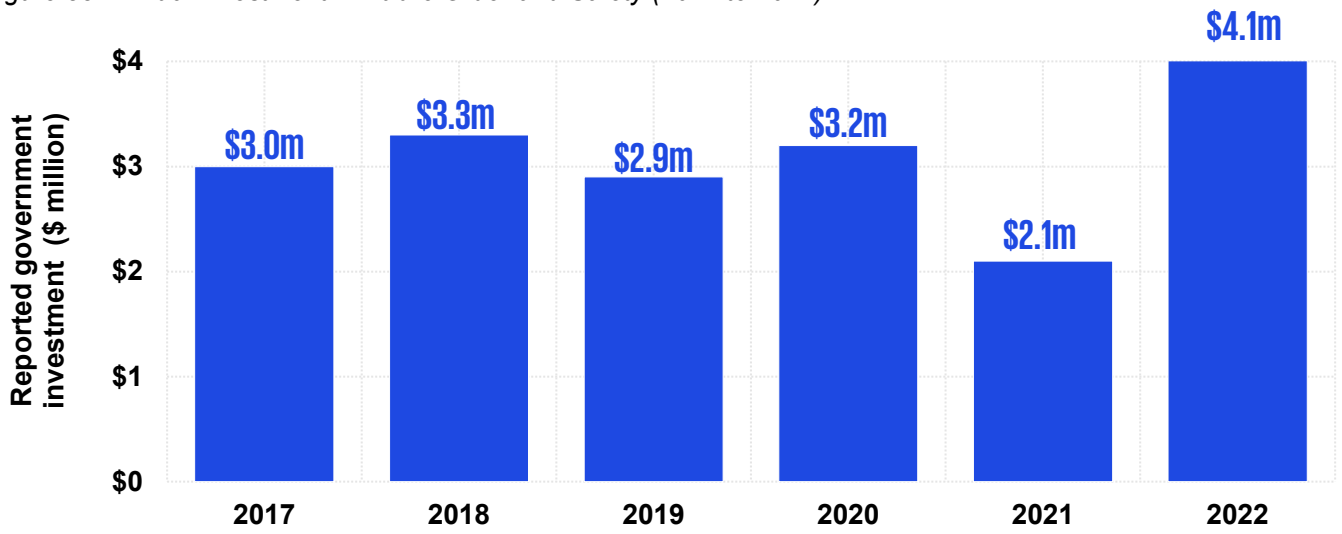
- **police, fire and emergency services** which was comprised of the Queensland Police Service, Queensland Fire and Emergency Services, Volunteer Marine Rescue (refer to **page 183** for further information);
- **community safety, justice and court services** which included restorative justice, community mediation and Circuit Magistrate services (refer to **page 185** for further information);
- **youth justice services** which included the supervision of young people on community orders and the provision of wrap-around supports (refer to **page 187** for further information); and
- **adult justice services** which included the supervision of community corrections orders and the provision of services to offenders (refer to **page 189** for further information).

These services were closely aligned to progressing Targets 10 and 11 under the National Agreement on Closing the Gap.

Commonwealth and Queensland Governments reported a total investment of **$19 million** between 2017 and 2022. During this period, annual investment varied between $2.1 million and $4.1 million per year. The largest funders of this Building Block were:

- **Queensland Police Service (Qld)** reporting $13 million or 67.57% of total investment;
- **Queensland Corrective Services (Qld)** reporting $2 million or 11.3% of total investment;
- **Department of Justice and Attorney-General (Qld)** reporting $1.6 million or 8.8% of total investment;
- **National Indigenous Australian Agency (Cth)** reporting $1 million or 6.12% of total investment;
- **Department of Children, Youth Justice and Multicultural Affairs (Qld)** reporting $730,856 or 3.92% of total investment; and
- **Queensland Fire and Emergency Services (Qld)** reporting $232,005 or 1.25% of total investment.

Figure 88: Annual investment in Public Order and Safety (2017 to 2022)



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2.9 Public Order and Safety

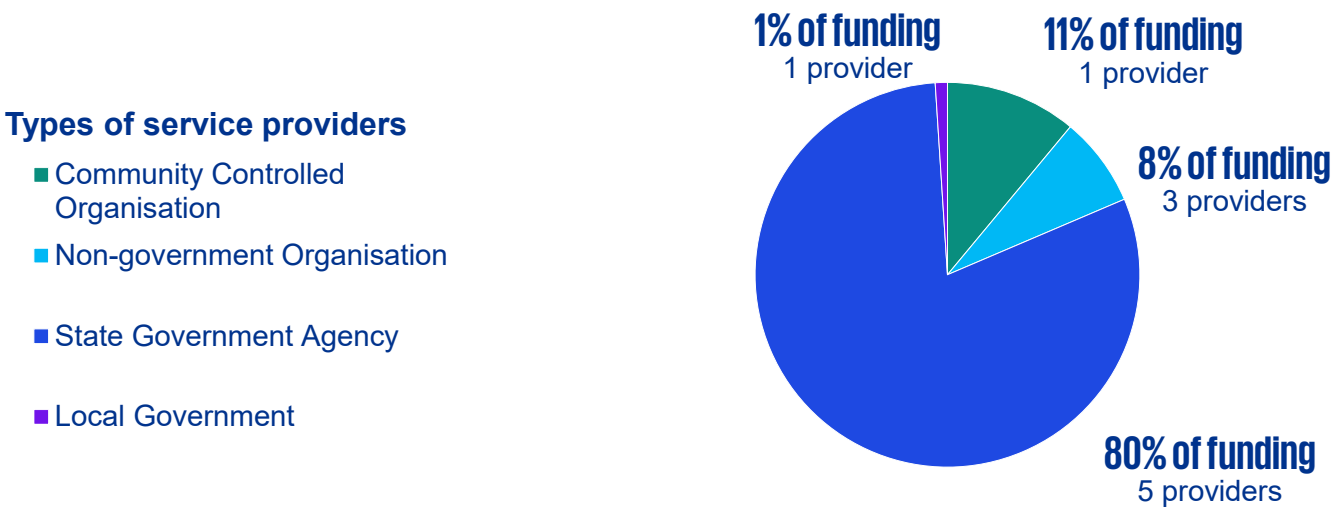
Service Providers and Delivery Models

As shown in **Figure 89**, government investment between 2017 and 2022 was targeted at different types of service providers, including:

- **Community Controlled Organisations** – One service provider received approximately 11% of total funding;
- **Non-government Organisations** – Three service providers received approximately 8% of total funding;
- **State Government Agencies** – Five service providers received approximately 80% of total funding; and
- **Local Government** – Mornington Shire Council received approximately 1% of total funding.

Public Order and Safety services were predominantly delivered through community-based models on Mornington Island. Community members reported that they valued front-line services being readily available within the community to respond to emergencies and volatility.

Figure 89: Overview of different service provider types and delivery models on Mornington Island



6
Community-based Providers

2
FIFO Providers

2
Mixed Delivery Provider

0
Virtual Providers

Source: KPMG (2023) based on data provided by government agencies

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2.9 Public Order and Safety

Police, Fire and Emergency Services

As shown in **Figure 90**, the Queensland Police Service, Queensland Fire and Emergency Services and the Volunteer Marine Rescue were funded to deliver a range of front-line responder services on Mornington Island.* Stakeholders noted the following strengths about the provision of services:

- the use of place-based, decentralised service delivery to inform, empower and support the Mornington Island community before, during and after fires, emergencies and disasters.
- the employment and involvement of community members within service delivery to support the development of trust and rapport with the community (e.g., Police Liaison Officers); and
- the sustained collaboration by the Queensland Police Service with other service providers within the Public Order and Safety Building Block to support a coordinated justice response.

> "We have a police officer who attends the Men's Group at Junkuri Laka. He will go when he's off duty and pick-up Elders and everyone else on his way. " **Police officer, Mornington Island**

The following challenges were identified by stakeholders in relation to policing within the community:

- the need to increase the level of proactive community engagement to promote understanding of police actions;
- the current workforce and resourcing model had impacted response times and restricted the provision of police patrols after midnight;
- the high turnover of the workforce which was comprised largely of new officers with minimal experience; and
- the need to strengthen the capacity and availability of training to support police officers to deliver services in a culturally appropriate and trauma-informed way.

> "Remote communities like Mornington Island have young, fresh recruits from the academy with no experience in working with Aboriginal and Torres Strait Islander communities. Their approach to power and control are not welcomed." **Community Member, Mornington Island**

Figure 90: Overview of the service providers in police, fire and emergency services

Provider Overview

Queensland Police Service

N.R. Commonwealth Programs

1 Queensland Program

- Police patrols every day between 12:00pm and 12:00am
- Emergency response after-hours

Community-based

Queensland Fire and Emergency Services

0 Commonwealth Programs

4 Queensland Programs

- Fire and rescue services
- Emergency management
- Disaster management training, support and planning

Mixed delivery

Source: KPMG (2023) based on data provided by government agencies N.R. = Not Reported.
*Note: Refer to the Health Building Block for discussion on the Queensland Ambulance Service and Royal Flying Doctors Service.

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2.9 Public Order and Safety

Police, Fire and Emergency Services (cont.)

Figure 90: Overview of the service providers in police, fire and emergency services (cont.)

Provider Overview

Volunteer Marine Rescue

N.R.
Commonwealth Programs

1
Queensland Program

- Marine search and rescue

Community-based

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2.9 Public Order and Safety

Community Safety, Justice and Court Services

As shown in **Figure 91**, Junkuri Laka delivered community justice services that formed part of a whole-of-system approach to reducing crime, addressing recidivism and promoting community wellbeing and healing. The Circuit Magistrate Court also travelled to Mornington Island on a regular basis together with the Aboriginal and Torres Strait Islander Legal Service (ATSILS) to hear a range of different matters. Safety within the community was also enhanced through the co-design of the Community Safety Plan in 2021 to coordinate initiatives and strategies for the improvement of safety, wellbeing and healthy relationships with alcohol in the community.

Stakeholders noted the following strengths about the provision of community justice and court services:

- the commitment to a person-centred approach to addressing crime and justice-related issues through cultural leadership and capability;
- the focus on increasing the capacity of the community to deal with and manage its own disputes through mediation; and
- the attendance and inclusion of Elders in Magistrate Court processes to support the cultural safety of community members in contact with the justice system.

> " We need cultural mediation to resolve community fighting and help our people." **Community Member, Mornington Island**

The following challenges were identified by stakeholders in relation to community justice and court services:

- the timeliness and responsiveness of mediations had reduced in recent years which had impacted the community's ability to access the service;
- the change in leadership at Junkuri Laka had affected the degree of confidence and trust that community members had in its services; and
- the need for community justice and court services to better integrate with the broader social support system and connect vulnerable community members to other service providers (e.g., mental health).

Figure 91: Overview of the service providers in community safety, justice and court services

Provider Overview

Junkuri Laka

3 Commonwealth Programs

3 Queensland Programs

- Supports for defendants, victims and families
- Restorative justice, mediation, conflict resolution and peacekeeping services
- Advice in relation to alcohol management
- Referrals to legal services

Community-based

Source: KPMG (2023) based on data provided by government agencies. N.R. = Not Reported.

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2.9 Public Order and Safety

Community Safety, Justice and Court Services (cont.)

Figure 91: Overview of the service providers in community safety, justice and court services (cont.)

Provider Overview

Magistrate Circuit Court*

N.R.
Commonwealth Programs

N.R.
Queensland Program

- Hearing of criminal, domestic and family violence, child safety and family matters

FIFO

Mornington Shire Council

N.R.
Commonwealth Programs

1
Queensland Programs

- Developing, implementing and monitoring the Mornington Island Community Safety Plan

Community-based

Source: KPMG (2023) based on data provided by government agencies. N.R. = Not Reported.
*Note: Government did not report on investment into the Magistrate Circuit Court for their provision of community safety, justice and court services. Stakeholder consultation identified their service delivery on Mornington Island. KPMG was unable to determine investment into the service and has not included it in the analysis of the Final Report..

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2.9 Public Order and Safety

Youth Justice Services

Junkuri Laka, 54 Reasons and Youth Justice Officers delivered youth justice services targeted at breaking the cycle of offending behaviour and strengthening connections to culture, family, kin and community. With the exception of the Youth Justice Officers, services were delivered through community-based models. The Youth Justice Officers reportedly travelled to Mornington Island three out of every four weeks.

Stakeholders noted the following strengths about the provision of youth justice services:

- the collaboration between youth justice service providers to deliver coordinated services to young people subject to court orders;
- the focus on supporting young people to reconnect with school, training, and community; and
- the flexible delivery of services to suit the preferences and needs of young people (e.g., after-hours or outdoor activities).

> "Young people are more nocturnal and we try and work around that by sometimes working outside of business hours." **Service provider, Mornington Island**

The following challenges were identified by stakeholders in relation to youth justice services on Mornington Island:

- the shortage of a suitably experienced and skilled workforce to deliver youth justice services and engage with young people to address their complex offending behaviours and criminogenic needs;
- the limited funding relative to the large and complex caseloads of service providers which had constrained their capacity to meet the needs of young people;
- the complicated reporting requirements and red tape that impedes the ability of service providers to focus on the delivery of high-quality and responsive supports;
- the challenges with youth detention in disrupting the connection that young people have with their families, broader community and culture during their critical stages of development; and
- the need for a community-led approach that incorporates the community members, leaders and Elders throughout the development and ongoing implementation of youth justice initiatives.

> "It's a hard skillset to learn to be able to get a young person to turn their life around." **Service provider, Mornington Island**

> "We want to go back to our traditional ways of lore for young people as much as we can within the current system." **Community member, Mornington Island**

Figure 92: Overview of the service providers in youth justice services

Provider Overview

54 Reasons

N.R.
Commonwealth Programs

1
Queensland Program

- Intensive support and case management for young offenders and their families

Mixed model

Source: KPMG (2023) based on data provided by government agencies N.R. = Not Reported.

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2.9 Public Order and Safety

Youth Justice Services (cont.)

Figure 92: Overview of the service providers in youth justice services (cont.)

Provider Overview

Youth Justice Officers*

N.R.
Commonwealth Programs

N.R.
Queensland Program

- Youth Justice supervision services

FIFO

Junkuri Laka

1
Commonwealth Program

N.R.
Queensland Programs

- Case management to reduce the risk of young people interacting with the justice system

Community-based

Source: KPMG (2023) based on data provided by government agencies. N.R. = Not Reported.
*Note: Government did not report on investment into Youth Justice Officers for their provision of youth justice services. Stakeholder consultation identified their service delivery on Mornington Island. KPMG was unable to determine investment into the service and has not included it in the analysis of the Report.

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2.9 Public Order and Safety

Adult Justice Services

Queensland Corrective Services have operated a Probation and Parole Reporting Centre for over 15 years on Mornington Island. The Reporting Centre's primary objective has been to ensure that offenders comply with their orders' requirements. NWRH were funded to deliver a case management program to support community members who have returned from prison.

Stakeholders noted the following strengths about the provision of adult justice services:

- the Reporting Centre which has been located on Mornington Island since 2007 and has a stable resourcing model of 2 FTE Community Corrections Officers to support compliance with orders and to build trust and rapport with the community in relation to adult justice processes and outcomes;
- the involvement Elders and Junkuri Laka to support offenders transition from prison back into the community following their release; and
- the strong working relationship with the Queensland Police Service and broader justice system to share information and respond to incidents.

> "The permanent Reporting Centre was an initiative QCS put in place years ago around our commitment in working with First Nations people and breaking the cycle of returning to custody." **Service provider, Mornington Island**

The following challenges were identified by stakeholders in relation to adult justice services:

- the limited re-entry services available for supporting community members prepare for their release from prison and facilitate their journey and transition back to community;
- the high workload of service providers with most offenders presenting with more complex needs requiring more support, resources and time to manage risks;
- the need to work more closely with offenders, their families and Elders to explain order requirements and identify opportunities for more culturally appropriate approaches to supervision;
- the limited range of suitable community service placements and the need for collaboration with the Mornington Shire Council to identify (e.g., cleaning up public spaces, nature conservation, food preparation); and
- the small number of social support and wrap-around services that are trusted by adult offenders and suitable for referral by Queensland Corrective Services to meet their holistic needs.

> "There needs to be flexibility in accommodating cultural nuances, and not taking the hard line that's taken in the metropolitan areas. This will let people have some determination and improve outcomes." **Community member, Mornington Island**

Figure 93: Overview of the service providers in adult justice services

Provider Overview

Queensland Corrective Services

N.R.	1	• Standardised government service to supervise individuals on community based orders	Community-based
Commonwealth Programs	Queensland Program		

Source: KPMG (2023) based on data provided by government agencies. N.R. = Not Reported.

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2.9 Public Order and Safety

Adult Justice Services (cont.)

Figure 93: Overview of the service providers in youth justice services (cont.)

Provider Overview

NWRH

1
Commonwealth Program

N.R.
Queensland Programs

- Case management and support services for adults in the criminal justice system

Community-based

Source: KPMG (2023) based on data provided by agencies from the Commonwealth and Queensland Governments. N.R. = Not Reported.

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2.9 Public Order and Safety

Analysis of Service Gaps

Figure 94 below summarises the priority services required on Mornington Island in the Public Order and Safety Building Block. KPMG consulted with stakeholders and reviewed the data reported by government to identify any potential gaps in service delivery. Based on this analysis, 'community legal services' were identified as a potential gap in providing civil law services.

Refer to **page 192** for analysis of the effectiveness of services in the Public Order and Safety Building Block.

Figure 94: Overview of potential service gaps on Mornington Island

Priority Service	Delivery Status	Commentary
Police services	✓ Delivered	Service delivered by the Queensland Police Service on Mornington Island.
Fire and emergency services	✓ Delivered	Service delivered by the Rural Fire Brigade on Mornington Island and supported by the Queensland Fire and Emergency Services from across North Queensland.
Disaster management services	✓ Delivered	Service delivered by Queensland Fire and Emergency Services in collaboration with Mornington Shire Council
Marine rescue services	✓ Delivered	Service delivered the Volunteer Marine Rescue on Mornington Island.
Community justice services	✓ Delivered	Service delivered by Junkuri Laka as the statutory Community Justice Group on Mornington Island.
Community legal services	! Potential gap	Junkuri Laka resigned from Community Legal Centres Queensland and was not an accredited Community Legal Centre from March 2022. This has potentially created a gap in civil law services on Mornington Island.
Lower courts	✓ Delivered	Service delivered by the Circuit Magistrate Court which travels to Mornington Island on a routine basis with ATSILS.
Youth justice diversionary services	✓ Delivered	Service delivered by Junkuri Laka through its Mangarda Birrawaa Bilaanku Youth Justice Program.
Youth justice supervision services	✓ Delivered	Service delivered by Youth Justice Officers on a fly-in fly-out basis.
Youth justice rehabilitation services	✓ Delivered	Service delivered by 54 Reasons through the Youth Offender Support Program.
Adult justice diversionary services	✓ Delivered	Service delivered by Junkuri Laka through the provision of its mediation services.
Adult justice supervision services	✓ Delivered	Service delivered by Queensland Corrective Services' Probation and Parole Reporting Centre.
Adult justice rehabilitation services	✓ Delivered	Service delivered by North and West Remote Health Ltd through its Lower Gulf Justice and Recidivism Program.

Legend ✓ Service delivered to Mornington Island ! Potential service gap for Mornington Island

Source: KPMG (2023) based on data provided by government agencies.

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2.9 Public Order and Safety

Analysis of Service Duplications

KPMG's analysis was unable to identify any similar types of services within the Public Order and Safety Build Block that duplicated their target cohorts and created overlap in service provision.

Service Effectiveness in Public Order and Safety

The effective delivery of services in the Public Order and Safety Building Block is essential to create a safe and secure community that promotes a law abiding way of life. In particular, services should be:

- preventing, disrupting, responding and investigating crime in the community;
- contributing to community safety, security and keeping victims safe;
- delivering early intervention and diversionary services that address the unique and complex needs of offenders;
- supporting the effective rehabilitation of offenders and prisoners.

In analysing the effectiveness of services in the Public Order and Safety Building Block, KPMG has reviewed trends in outcome measures over time. These outcome measures relate to:

- **offending rates** – the rate of offences against the persons and the rate of alcohol management offences;
- **youth justice** – the rate of young people subject to supervised and unsupervised youth justice orders; and
- **prison admissions –** the admission rate of prisoners with previous convictions.

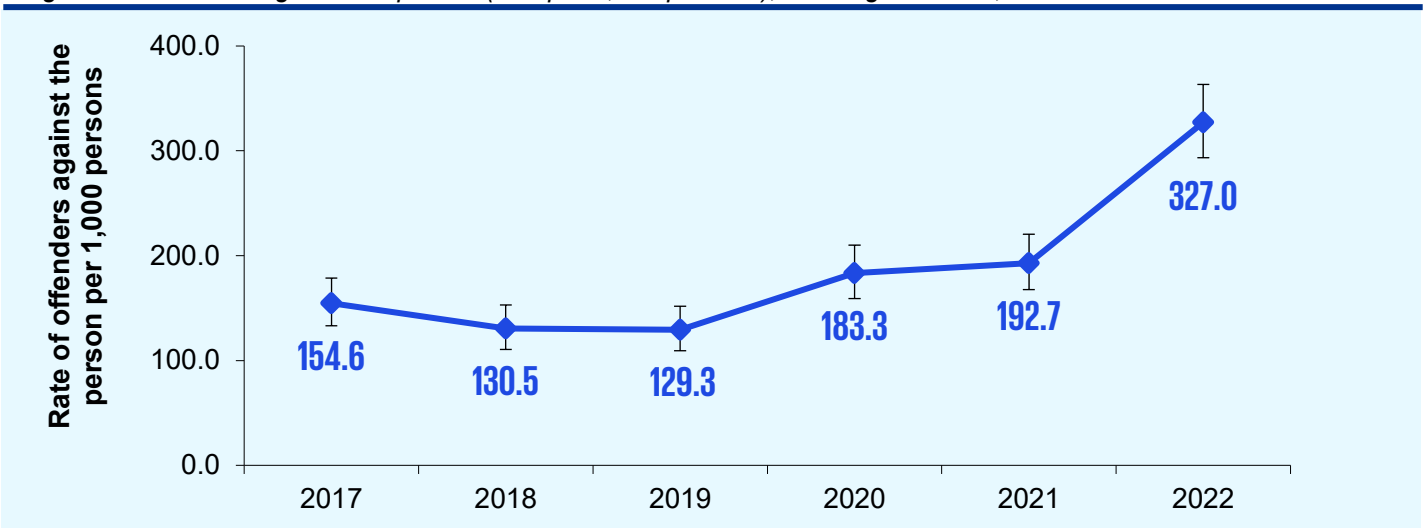
Offending and community safety

As shown in **Figure 95**, the rate of offences against the person increased consistently between 2019. During this period, the rate more than doubled from 129.3 to 327.0 offences per 1,000 persons. This compared with the Queensland average of 12.8 offences per 1,000 persons. The increased rate of offending may be attributable to a range of factors, including:

- real rises in crime and offending on Mornington Island;
- legislative changes to offences or changes in police processes and procedures; and
- increased reporting of offending by community members.

In the absence of a robust evaluation to establish causality, KPMG was unable to determine whether there was an increase in offending as a result of the ineffective delivery of services. Notwithstanding this, stakeholders reported that services had opportunity to improve in responding to and mediating offending in the community.

Figure 95: Offences against the person (rate per 1,000 persons), Mornington Island, 2017 – 2022



Source: Queensland Police Service and Queensland Treasury concordance-based estimates.

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2.9 Public Order and Safety

Offending and community safety (cont.)

Figure 96 provides analysis of the rate of alcohol management offences under the *Liquor Act 1992* (Qld) between 2017 and 2022. This analysis related to alcohol restriction area offences for:

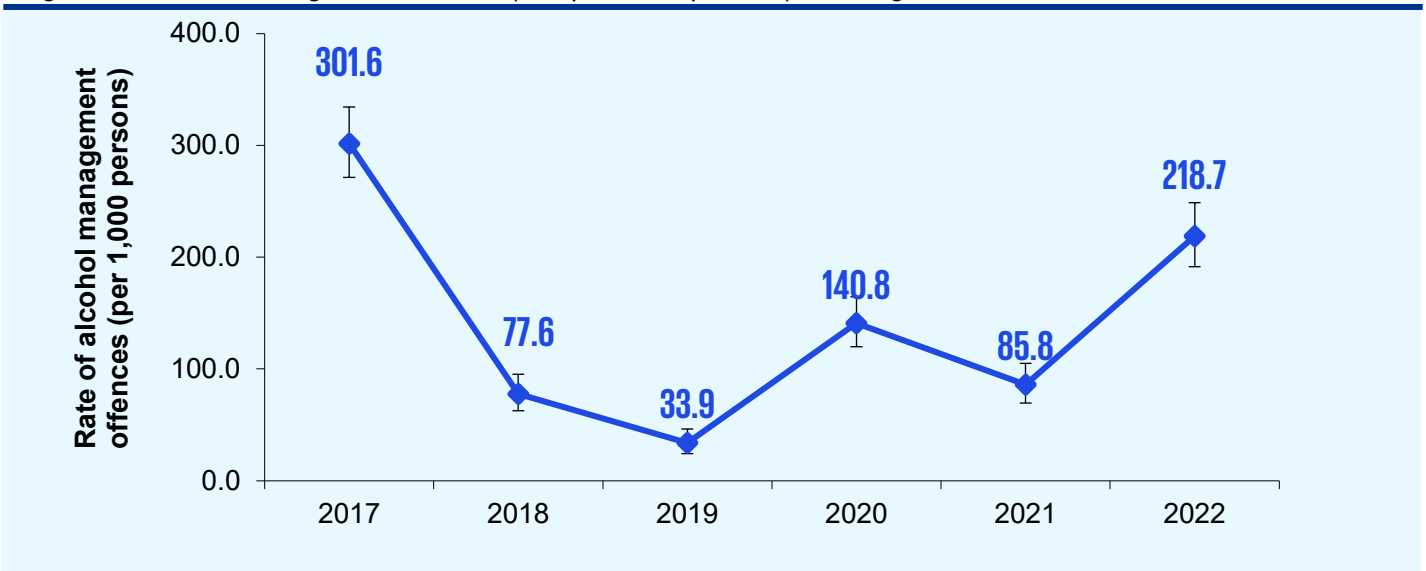
- the possession of a homebrew alcohol or kit;
- the possession of alcohol;
- the attempt to take liquor into the community; and
- other associated offences which fall under community by-laws.

As shown in **Figure 96**, the rate of alcohol management offences has been variable between 2017 and 2022. Notably, the increased rate of offending between 2021 and 2022 was likely impacted by changes in the regulation of alcohol in the community. Other factors may have included real increases in alcohol management offending and changes in processes and procedures to report offences.

In the absence of a robust evaluation to establish causality, KPMG was unable to determine the extent to which alcohol management offending was linked to the effectiveness of services. Notwithstanding this, stakeholders reported that the recent changes in regulations and supporting strategies had been positive for the community in improving community safety. In particular, stakeholders highlighted the effectiveness of:

- co-designing the Community Safety Plan which emphasised the importance of shared accountability;
- building the community's capacity to actively manage carriage-limits; and
- continuing to implement targeted strategies to reduce alcohol and substance misuse.

Figure 96: Alcohol management offences (rate per 1,000 persons), Mornington Island, 2017 – 2022



Source: Queensland Police Service and Queensland Treasury concordance-based estimates.

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2.9 Public Order and Safety

Youth justice

Target 11 under the National Agreement on Closing the Gap is aimed at reducing the representation of First Nations young peoples in the criminal justice system. Therefore, in order to consider the effectiveness of youth justice services on Mornington Island, KPMG has reviewed trends in the rate of supervised and unsupervised youth justice orders. Between 2018 and 2022, there had been:

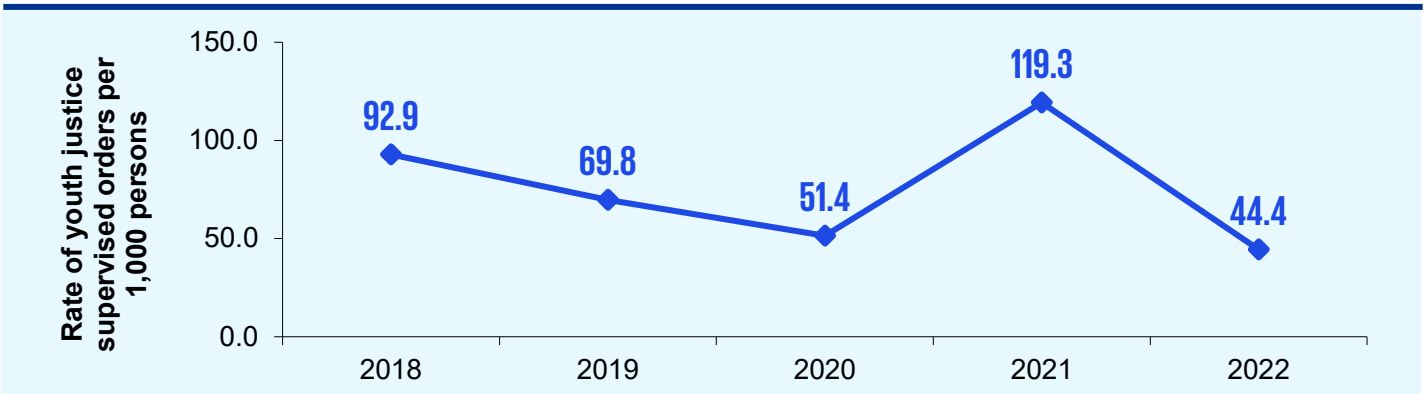
- a decrease in the rate of supervised youth justice orders with the exception of 2021 which demonstrated a peak of 119.3 orders per 1,000 young people (**Figure 97**); and
- a degree of fluctuation in the rate of unsupervised youth justice orders (**Figure 98**).

Whilst the prevalence of youth offending was identified by stakeholders as an issue, the analysis indicated that the potential severity of offending may be showing signs of improvements in line with the decrease in supervised orders. However, the changes in the rate of orders may be attributable to a range of factors, including:

- real changes in youth crime and offending Mornington Island;
- legislative changes or changes in police processes and procedures; and
- increased reporting of offending by community members.

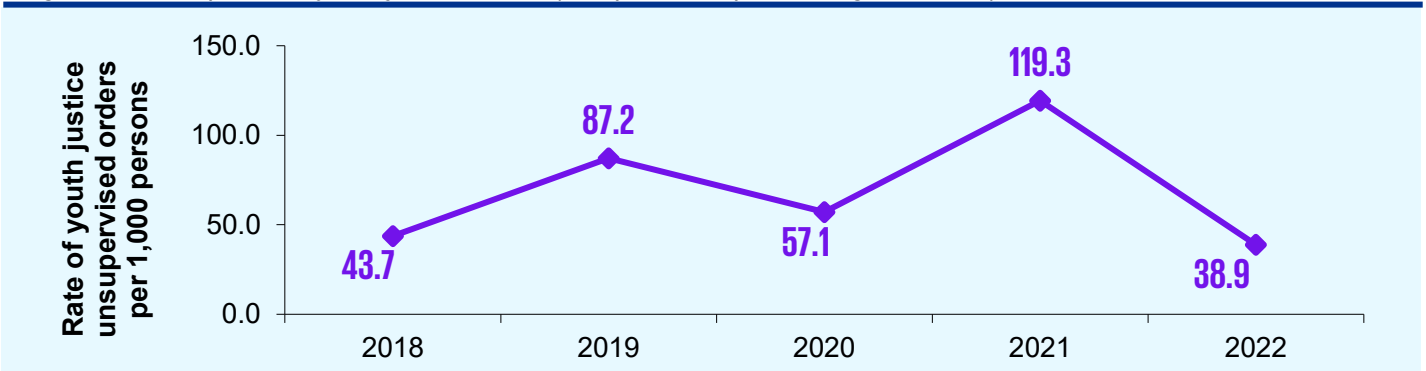
In the absence of a robust evaluation to establish causality, KPMG was unable to determine the extent to which youth justice services had influenced offending in the community. Notwithstanding this, stakeholders reported the effectiveness of service provision would be improved through the increased delivery of supports to young people on Country to strengthen their connections to culture.

*Figure 97: Supervised youth justice orders (rate per 1,000 persons aged 10 – 17), 2018 – 2022**



Source: Department of Children, Youth Justice and Multicultural Affairs and Queensland Treasury concordance-based estimates.
*Note: These are orders made by the court and include detention, probation, community service, graffiti removal, restorative justice conferences, intensive supervision and conditional release.

*Figure 98: Unsupervised youth justice orders (rate per 1,000 persons aged 10 – 17), 2018 – 2022**



Source: Department of Children, Youth Justice and Multicultural Affairs and Queensland Treasury concordance-based estimates.
*Note: These are orders made by the court and include fines, good behaviour, drug diversion, licence disqualification and reprimand.

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2.9 Public Order and Safety

Adult justice

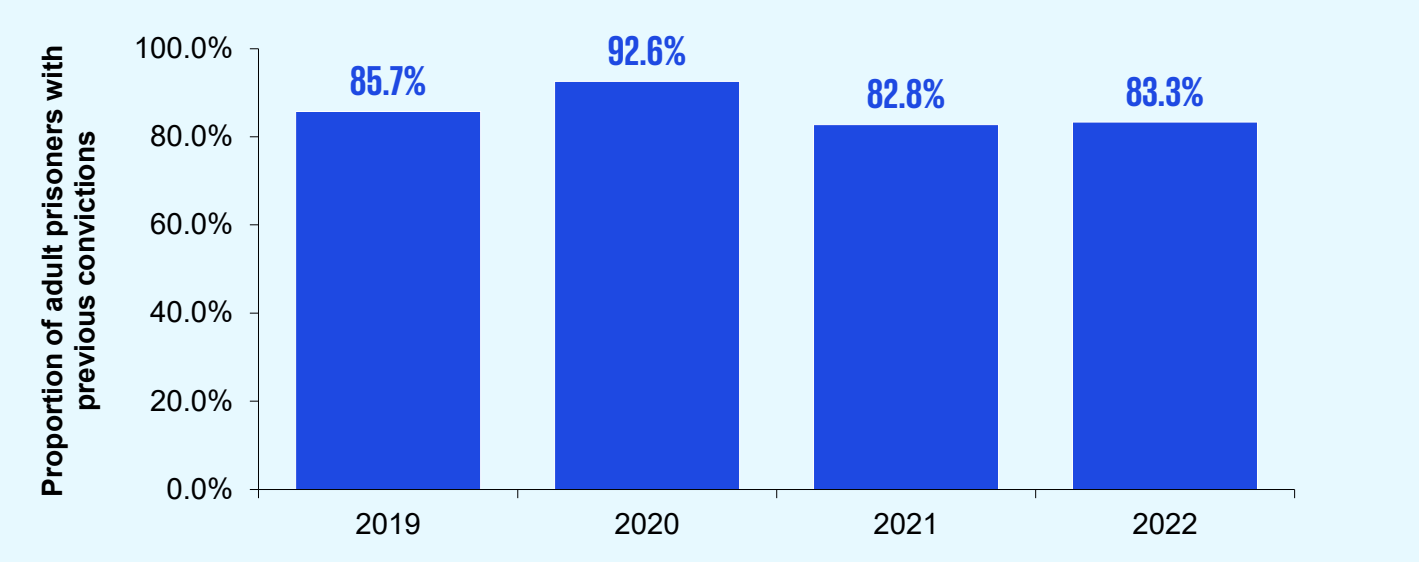
Target 10 of the National Agreement on Closing the Gap is aimed at reducing the representation of First Nations adults in the criminal justice system. In order to consider the effectiveness of adult justice services, KPMG has reviewed trends in the proportion of prisoners from Mornington Island with previous convictions. As shown in **Figure 99**, this proportion was consistently above 80% between 2019 and 2022. This was substantially higher than the Queensland average in 2022 which was 68.1% of the general prisoner population having previous convictions.

The annual changes in the proportion of prisoners with previous convictions may be attributable to a range of factors, including:

- real changes in the convictions of Mornington Island residents;
- legislative changes (e.g., exclusion of people aged 17 years from the adult justice system); and
- fluctuations in prisoner numbers during the reporting period.

In the absence of a robust evaluation to establish causality, KPMG was unable to determine the extent to which adult justice services had influenced the representation of community members in prisons and the broader criminal justice system. Notwithstanding this, stakeholders reported that services needed to be more integrated in supporting community members in contact with the justice system. In particular, stakeholders highlighted the need enhance the capacity of adult justice service providers to coordinate access to appropriate community services (e.g., mental health, housing, employment, etc.). This would ensure that prisoners and offenders receive targeted interventions and programs to address their complex needs and risks.

Figure 99: Proportion of prisoners with previous convictions, 2019 – 2022



Source: Department of Corrective Services.

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2.9 Public Order and Safety

Service Effectiveness in Public Order and Safety

KPMG has sought to understand the factors that may be influencing the effectiveness of service provision in the Public Order and Safety Community Block. This included the review of whether:

- the appropriate mix of activities and outputs have been funded by government to improve outcomes; and
- the policies and services have been co-designed and co-implemented in partnership with community.

Appropriateness of government investment

Between 2017 and 2022, the Commonwealth and Queensland Governments funded programs that were targeted at the following outcomes:

- achieving a safe and secure environment for the community through the provision of policing and other emergency response services;
- diverting young people and adults from further progression into the criminal justice system;
- arbitrating criminal, domestic and family violence, child safety, family law and other matters through Magistrate Court hearings;
- rehabilitating and reintegrating young people and adults who offend.

Desktop review and stakeholder consultations indicated that investment had funded the essential services for building a safe community on Mornington Island. However, stakeholders identified the following areas of opportunity for improved government investment by:

- reviewing the workforce and service delivery model of the Queensland Police Service on Mornington Island to identify opportunities to extend patrol hours;
- enhancing the capacity of the Community Justice Group to deliver responsive and timely mediation services;
- targeting supports to better address the underlying risk factors to offending, including trauma, substance misuse, mental health issues, and socio-economic disadvantage;
- enhancing the capacity of service providers to deliver supports to young offenders on Country to strengthen connections to culture;
- expanding the delivery of responsive and culturally safe re-entry and rehabilitation services for adults who have been released from prison; and
- strengthening the capacity of community-led organisations to have an increased role in the design, delivery and monitoring of public order and safety services.

Community input in designing and delivering policies and services

The independent audit identified the following organisations that were integral in supporting community input in the design and delivery of services:

- **Junkuri Laka** which worked closely with Elders and the broader community to deliver mediation services and support with Magistrate Court processes; and
- **Mornington Shire Council** which lead the co-design of the Community Safety Plan and was proactive in facilitating community meetings in relation to safety and justice issues.

Stakeholders acknowledged that the engagement mechanisms were informal and would benefit from improved governance and cultural leadership.

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2.10 Transportation

This section of the Final Report presents the current government expenditure on transport inclusive of:

- **buses;**
- **water transport;**
- **railways; and**
- **air transport.**

The Queensland Government reported expenditure of $2 million on transport services between 2017 and 2022. This represents less than 1% of the $326 million total expenditure reported for all Building Blocks.

$2 million

reported and attributable to Mornington Island for transport related services between 2017 and 2022.

Less than 1 per cent

of reported government expenditure between 2017 and 2022 was attributable to Mornington Island for transport related services.

2 Funding Agencies

3 Programs

2 Service Providers

2 Service Types

100%

of providers were non-government organisations

100%

of providers were FIFO

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2.10 Transportation

Reported Government Investment

The Transport Building Block aims to ensure that all community members have access to an affordable and integrated transport network. The provision of transport is a key enabler for access to healthcare, goods and services. For First Nations peoples, this also includes the ability to travel to family and cultural commitments.

KPMG identified the following transportation services that received government funding between 2017 and 2022 (see **page 200** for further information):

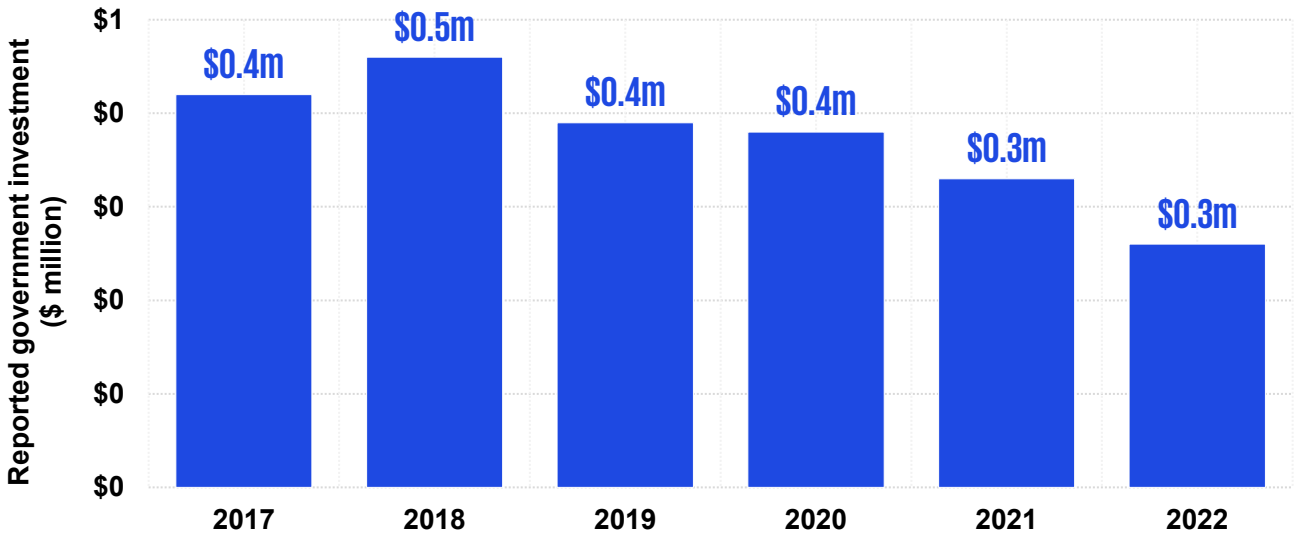
- **air transport services** which included Rex Airlines as the largest provider of passenger air transport services to Mornington Island;
- **bus transport services** which included a range of service providers that offered shuttle bus services for their clients; and
- **water transport services** which was comprised of freight services provided by Carpentaria Freight.

The Queensland Government reported investment of approximately **$2 million** between 2017 and 2022. During this period, there was variability in the annual funding amounts – particularly in response to the COVID-19 pandemic. It is also important to note that KPMG's scope for the independent audit was limited to investment in service delivery and not inclusive of capital expenditure. The Commonwealth, State and Local Governments fund significant transport infrastructure programs which have been excluded as per KPMG's required scope.

The largest funders of this Building Block were:

- **Department of Transport and Main Roads (Qld)** reporting $2 million or 98.7% of total investment; and
- **Department of Seniors, Disability Services and Aboriginal and Torres Strait Islander Partnerships (Qld)** reporting $30,000 or less than 1% of total investment.

*Figure 100: Annual investment in Transportation (2017 to 2022)**



Source: KPMG (2023) based on data provided by government agencies.
*Note: The expenditure by service providers on bus or other transport services has not been reported due to the limited granularity of data to attribute this indirect investment.

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2.10 Transportation

Types of Service Providers and Delivery Models

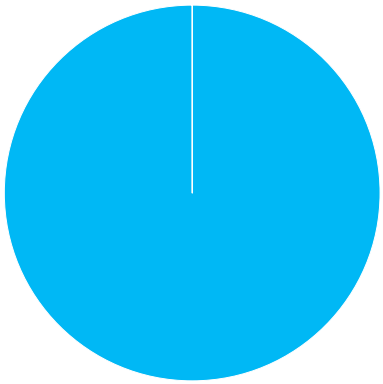
As shown in **Figure 101**, government investment between 2017 and 2022 was targeted at enabling non-government organisations to deliver air and water freight transportation services to Mornington Island. Services were predominantly delivered through 'fly-in fly-out' models from the following locations:

- Mount Isa;
- Cairns; and
- Karumba.

*Figure 101: Overview of different service provider types and delivery models on Mornington Island**

Types of service providers

- Non-government Organisation



100% of funding
2 providers

0
Community-based Providers*

2
FIFO Providers

0
Mixed Delivery Providers

0
Virtual Providers

Source: KPMG (2023) based on data provided by government agencies.
*Note: The count of service providing bus or other transport services on Mornington Island was not captured in the reported data by government.

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2.10 Transportation

Air Transport and Water Freight Services

As shown in **Figure 102**, the independent audit identified two service providers that received dedicated funding for transportation services. These services were focused on subsidising the cost of personal travel and transporting goods between Mornington Island and mainland Queensland. Stakeholders identified the following strengths associated with these services:

- the establishment of subsidised passenger routes enabled community members to travel across North Queensland at lower cost; and
- the subsidisation of a vital freight corridor for providing food security and the transportation of large goods and equipment to Mornington Island.

The following challenges were identified by stakeholders in relation to air travel and water freight services:

- the high price of airfares for community members even after the price is discounted under the Local Fare Scheme;
- the limited number of seats available for community members due to the large number of service providers regularly booking flights; and
- the high cost of water freight services and the consequent impact of increasing the price of groceries and other goods.

> "Flights are too expensive and it's very hard to book seats. The Local Fare Scheme is not easy for locals to understand and access." **Community Member, Mornington Island**

Figure 102: Overview of the service providers in transportation

Provider Overview

Rex Airlines

N.R.	2
Commonwealth Programs	Queensland Programs

- Subsidised flights for community members to travel between Mornington Island, Mount Isa and Cairns

FIFO

Carpentaria Freight Services Pty Ltd

N.R.	1
Commonwealth Programs	Queensland Program

- Water freight services for transporting goods between Karumba and Mornington Island

Water travel

Source: KPMG (2023) based on data provided by government agencies. N.R. = Not Reported.

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2.10 Transportation

Analysis of Service Gaps

Figure 103 below summarises the priority services required on Mornington Island in the Transportation Building Block. KPMG consulted with stakeholders and reviewed the data reported by government to identify any potential gaps in service delivery. Based on this analysis, no priority transportation services were identified as potential gaps.

Refer to **page 202** for analysis of the effectiveness of services in the Transportation Building Block.

Figure 103: Overview of potential service gaps on Mornington Island

Priority Service	Delivery Status	Commentary
Air transport services	✓ Delivered	Department of Transport and Main Roads subsidised Rex Airlines to provide discounted flights to community members.
Bus services	✓ Delivered	A range of service providers had shuttle buses, vans or other vehicles within the township to support access to core services, including Mornington Shire Council, Gidgee Healing, NWHHS, Mornington Island State School, 54 Reasons and Mission Australia.
Water transport services	✓ Delivered	Services provided by Carpentaria Freight Services for goods and equipment only.

Legend ✓ Service delivered to Mornington Island ! Potential service gap for Mornington Island

Source: KPMG (2023) based on data provided by government agencies.

Analysis of Service Duplications

KPMG's analysis was unable to identify any similar types of transportation services that were duplicated in their target cohorts and created overlap in service provision.

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2.10 Transportation

Service Effectiveness in Transportation

According to the Regional Transport Plan for North West Queensland, effective transport networks and services align with the following objectives:

- **customer experience and affordability** – transport meets the current and future needs of the community;
- **community connectivity** – transport connects communities to employment and vital services;
- **efficiency and productivity** – transport facilitates the efficient movement of people and freight to grow the local economy;
- **safety and security** – transport is safe and secure for customers and goods; and
- **environment and sustainability** – transport contributes to a cleaner, healthier and more liveable environment and is resilient to Queensland's weather extremes.

In the absence of comprehensive outcome data for transport services on Mornington Island, KPMG has assessed the effectiveness of transport services against the above objectives. **Figure 104** below provides a summary of KPMG's assessment based on the feedback provided through community consultations on Mornington Island.

Figure 104: Observed effectiveness of transport services on Mornington Island

Transport objective	Stakeholder observations
Customer experience and affordability	**Air transport** • The Local Fare Scheme was valued by some community members whilst others reported that it had not improved the affordability of air passenger transport services. **Road transport** • The cost of owning a vehicle on Mornington Island was considered cost prohibitive by certain community members. **Freight transport** • The cost of freight services was considered cost prohibitive for certain community members.
Community connectivity	**Air transport** • The Local Fare Scheme and air transport services were integral to supporting community members to travel to other communities for work, family or personal reasons. **Road transport** • The provision of transport by service providers was valued by residents to enable community participation and access to essential services. • The limited availability of transport to the Traditional Homelands was considered a significant barrier to being on Country. **Freight transport** • The freight service ensured food security and access to essential goods.
Efficiency and productivity	**Air transport** • The frequency of flights and limited number of seats was reportedly insufficient to meet the needs of the community. **Road transport** • The absence of a regular community bus service had resulted in walking being the primary form of transport on Mornington Island. **Freight transport** • The freight service only visited Mornington Island once a week.

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2.10 Transportation

Service Effectiveness in Transportation

Figure 104: Observed effectiveness of transport services on Mornington Island (cont.)

Transport objective	Stakeholder observations
Safety and security	**Air transport** • Air transport services reportedly met the relevant safety and security standards. **Road transport** • The infrequent visits by the Indigenous Licensing Unit inhibited the learning of new and safe drivers. • The absence of adequate street lighting and limited number of sealed roads reduced the safety of road transport on Mornington Island. **Freight transport** • Freight transport services reportedly met the relevant safety and security standards.
Environment and sustainability	**Air transport** • Air transport services reportedly had no significantly detrimental effect on the environment. • The current runway required shifting to permit the development of new dwellings. **Road transport** • The roads on Mornington Island were highly susceptible to deterioration. **Freight** • Freight services reportedly had no significantly detrimental effect on the environment.

In light of the above assessment, KPMG has sought to understand the factors that may be influencing the effectiveness of service provision in the Transport Building Block. This included the review of whether:

- the appropriate mix of activities and outputs have been funded by government to improve outcomes; and
- the policies and services have been co-designed and co-implemented in partnership with community.

Appropriateness of government investment

Desktop review and stakeholder consultations indicated that investment had funded the essential transport services in a remote location such as Mornington Island. However, stakeholders identified the following areas of opportunity for improved government investment by:

- reviewing the Local Fare Scheme to determine the extent to which its eligibility requirements and subsidy are optimal for Mornington Island;
- reviewing community access services on Mornington Island to determine if they are meeting the complete needs of the community, including for travel to the Traditional Homelands; and
- reviewing the cost of living implications on Mornington Island in relation to high freight costs.

Community input in designing and delivering policies and services

With the exception of the intermittent and informal community engagement processes, stakeholders indicated that the Mornington Island community had limited input in the design and delivery of employment services between 2017 and 2022. This signified the need to strengthen local decision-making in the design, delivery and monitoring of these services.

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2.11 Community and Environment

This section of the Final Report presents the current government expenditure on the community and environment inclusive of:

- **local community services;**
- **energy, electricity and water; and**
- **environment services.**

The Commonwealth and Queensland Governments reported expenditure of $68 million on community and environment services between 2017 and 2022. This represents 21% of the $326 million total expenditure reported for all Building Blocks.

$68 million

reported and attributable to Mornington Island for community and environment related services between 2017 and 2022.

21 per cent

of reported government expenditure between 2017 and 2022 was attributable to Mornington Island for transport related services.

10 Funding Agencies

28 Programs

10 Service Providers

13 Service Types

20% of providers were community-controlled

30% of providers were community-based

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2.11 Community and Environment

Reported Government Investment

The Community and Environment Building Block is essential to promoting a safe, healthy and thriving community through:

- delivery of essential services;
- growth in jobs and economic development;
- community cohesion, social connectedness and resilience; and
- preservation of the natural environment.

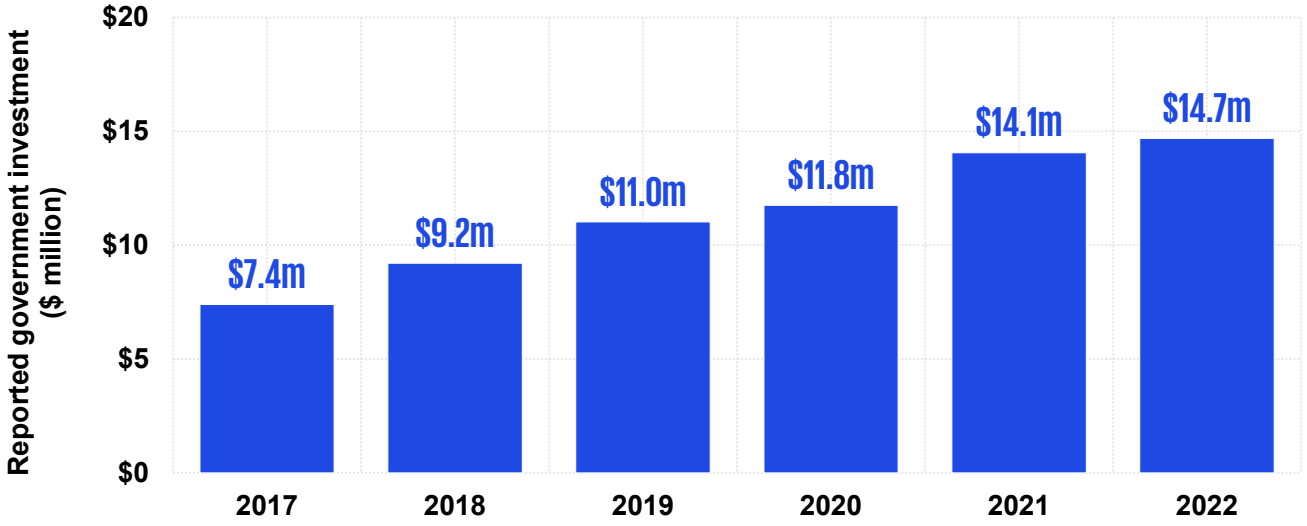
KPMG identified the following community and environment services that received government funding between 2017 and 2022:

- **local community services** which were primarily delivered by the Mornington Shire Council to strengthen the economic, social and environmental wellbeing of the community in line with the priority reforms and targets under the National Agreement on Closing the Gap (refer to **page 207** for further information); and
- **environment and energy services** which were delivered to sustainably protect the environment and support access to affordable electricity (refer to **page 211** for further information).

Commonwealth and Queensland Governments reported approximately **$68 million** was invested in community and environment services between 2017 and 2022. The largest funders of this Building Block were:

- **Department of State Development, Infrastructure, Local Government and Planning (Qld)** reporting $27 million, or 40% of total investment;
- **Mornington Shire Council** reporting $20 million or 30% of total investment;
- **Department of Energy and Public Works (Qld)** reporting $13 million or 19% of total investment;
- **National Indigenous Australians Agency (Cth)** reporting $4 million or 6% of total investment; and
- **Department of Infrastructure, Transport, Regional Development, Communications and Arts (Cth)** reporting $3 million or 5% of total investment.

Figure 105: Annual investment in Community and Environment (2017 to 2022)



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2.11 Community and Environment

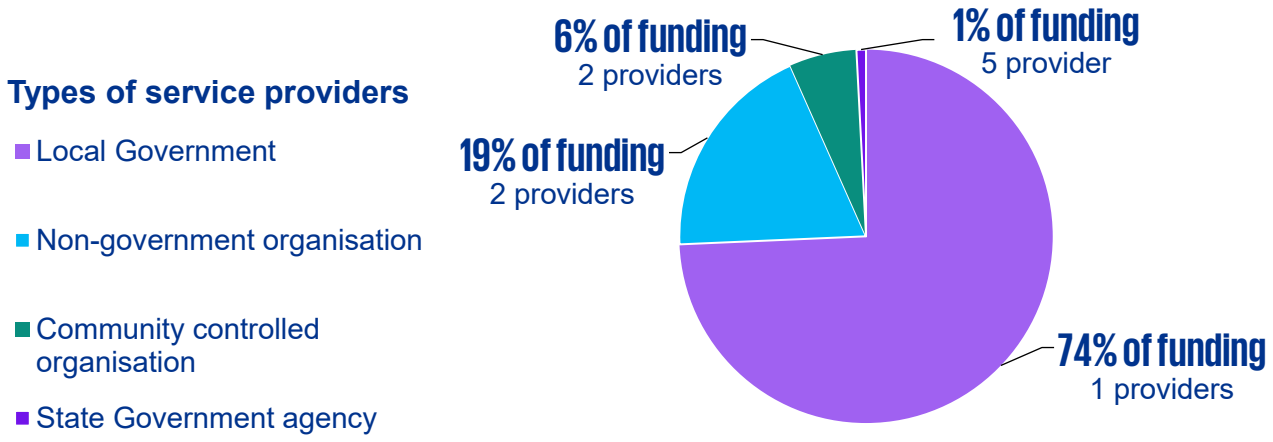
Service Providers and Delivery Models

As shown in **Figure 106**, government investment between 2017 and 2022 was targeted at different types of service providers, including*:

- **Community Controlled Organisations** – Two service providers received approximately 8% of total funding;
- **Non-government Organisations** – Two service providers received approximately 33% of total funding;
- **State Government Agencies** – Five service providers received approximately 1% of total funding; and
- **Local Government** – Mornington Shire Council received approximately 64% of total funding.

The Community and Environment services were predominantly delivered through community-based models in line with the need to appropriately tailor services and supports to the needs of the local people and environment. Targeted services from government agencies was also delivered through mixed delivery and FIFO models.

*Figure 106: Overview of different service provider types and delivery models on Mornington Island**



3
Community-based Providers*

3
FIFO Providers

4
Mixed Delivery Providers

0
Virtual Providers

Source: KPMG (2023) based on data provided by government agencies.

*Note: Investment data from the Queensland Water Directorate, Department of Regional Development, Manufacturing and Water, and Queensland Health for the provision of water supply management was not reported on and are, therefore, not included in the investment analysis of the report.

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2.11 Community and Environment

Local Community Services

The Mornington Shire Council was identified as the primary provider of services targeted at fostering a vibrant, liveable and sustainable community. As shown on **page 208**, a wide range of services were delivered by the Mornington Shire Council, including:

- **community and cultural connection services** which focused on strengthening community engagement, cohesion, pride and connection to culture (e.g., community events, forums, barbeques, etc.);
- **recreation and sporting services** which focused on the maintenance of recreation facilities and delivery of events and activities;
- **parks and gardens services** which supported the development and use of public areas;
- **health protection services** which were aimed at animal control and mitigating the risk of communicable diseases;
- **burial services** which included the maintenance of the Gununa Cemetery and burial assistance for families;
- **commercial services** which included the operation of the bakery, accommodation, mechanical workshop and fuel bowser;
- **local roads and works** which included maintenance, upgrades and construction works;
- **airport operations** which enabled access to and from Mornington Island via commercial and charter light aircraft, emergency services and helicopters;
- **regulatory and local planning services** which focused on ensuring compliance with the relevant laws, regulations and schemes for Mornington Island;
- **disaster management services** which were targeted at preparing and responding to the impact of disasters;
- **waste, water and sewerage management services** to meet the essential needs of community members; and
- **strategic engagement activities** which were aimed at working collaboratively with the Commonwealth and Queensland Governments to deliver major projects and initiatives on Mornington Island.

The abovementioned services delivered by the Mornington Shire Council were complemented by a range of other government agencies and service providers. These government agencies and service providers were focused on building the capacity of the Mornington Shire Council as well as designing and delivering targeted initiatives to the community.

The Mornington Shire Council was also responsible for the delivery of large capital projects that were aimed at enhancing public infrastructure. These projects were delivered in partnership with the Commonwealth and Queensland Governments. Due to the scope of KPMG's project, detailed consideration of these projects have not been included in this report.

> "We aspire to be one of Australia's most sustainable regions – culturally diverse, pristine and viable in every sense." **Mornington Shire Council, Annual Report 2020-21**

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2.11 Community and Environment

Local Community Services

Stakeholders noted the following strengths in relation to the provision of local community services:

- the strong leadership within the community to foster trust and enable community input into strategic priorities and service provision;
- the delivery of cultural initiatives and activities strengthened the community's connection to traditional practices, languages, arts, customs and heritages;
- the facilitation of recreation and other engagement activities supported the community's sense of pride and vision for a healthy, safe and thriving life;
- the gaps in service provision across the other Building Blocks were often filled by the Mornington Shire Council; and
- the policy-making role played by the Mornington Shire Council in identifying community need and advocating to the Commonwealth and Queensland Governments for the development of community-led initiatives.

The following challenges were identified by stakeholders in relation to local community services:

- the fiscal constraints experienced by the Mornington Shire Council limited its ability to sustainably deliver services (see **pages 216-217** for further discussion);
- the limited availability of quality infrastructure impeded the effective delivery of local community services;
- the constrained capacity and capability of the local workforce limited the consistency and responsiveness of services; and
- the absence of formal engagement and decision-making mechanisms limited the ability of the Mornington Shire Council to work in genuine partnership with the Commonwealth and Local Governments.

Figure 107: Overview of the service providers in local community services

Provider Overview

Mornington Shire Council

2 Commonwealth Programs

10 Queensland Programs

- Administration of local laws and regulations
- Community engagement activities
- Maintenance of parks and gardens
- Maintenance of local roads and works
- Water, sewerage and waste management
- Airport operations
- Funeral and burial arrangements
- Commercial services (e.g., bakery and accommodation)
- Community projects and planning
- Environmental health protection
- Disaster planning and management

Community-based

Source: KPMG (2023) based on data provided by government agencies. N.R. = Not Reported.

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2.11 Community and Environment

Local Community Services (cont.)

Figure 107: Overview of the service providers in local community services (cont.)

Provider Overview

Department Environment and Science (DES QLD)

N.R
Commonwealth Program

1
Queensland Programs

- Work closely with Mornington Shire Council to build internal capacity and understanding of waste water and waste management.

Mixed-delivery

Carpentaria Land Council Aboriginal Corporation

1
Commonwealth Program

N.R.
Queensland Programs

- Building and managing operational capacity
- Delivery of key business and economic development projects and initiatives

Community-based

Remote Indigenous Land and Infrastructure Program Office (DSDSATSIP)

N.R.
Commonwealth Programs

3
Queensland Program

- Assistance in resolving land administration matters to support the roll-out of whole-of-government capital investment and built environment programs including tenure resolution, Indigenous land use agreements, survey, digital asset management plans town, environmental and master planning
- Support with investment, employment and natural hazard management

Mixed model

Aerodrome Management Services Pty Ltd.

1
Commonwealth Program

N.R.
Queensland Programs

- Support with airport operations and compliance with regulations (e.g., preparing an aerodrome manual)

FIFO

Source: KPMG (2023) based on data provided by government agencies. N.R. = Not Reported.

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2.11 Community and Environment

Local Community Services (cont.)

Figure 107: Overview of the service providers in local community services (cont.)

Provider Overview

Department of State Development, Infrastructure, Local Government and Planning (Qld)

N.R.
Commonwealth Program

1
Queensland Program

- Identifying buildings within the main settlement of Mornington Island that require more suitable cyclone tie downs

FIFO

Queensland Reconstruction Authority

N.R.
Commonwealth Programs

1
Queensland Program

- Regional liaison service that assisted with monitoring and supporting disaster recovery operations

Mixed-delivery

Source: KPMG (2023) based on data provided by government agencies. N.R. = Not Reported.

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2.11 Community and Environment

Environment and Energy Services

The main provider of environmental management services on Mornington Island was the Wellesley Island Land Sea Social Economic Development Pty Ltd. This organisation delivered First Nations Ranger projects in land and sea management in collaboration with other government agencies and researchers. The electricity supply for Mornington Island was provided by Ergon Energy and was subject to the Community Service Obligation which subsidised the price of electricity for the community.

Stakeholders identified the following strengths associated with these services:

- the projects delivered by the First Nations Rangers combined traditional knowledge with conservation training to protect and manage land, sea and culture;
- the First Nations Rangers formed partnerships with other government agencies and researchers to share skills and knowledge; and
- the Community Service Obligation improved the affordability of electricity in the context of a community with low average household income.

The following challenges were identified by stakeholders in relation to environment services:

- the limited capacity and capability of the local workforce to plan and build the community's resilience to climate change; and
- the low number of solar panels on Mornington Island to support the transition to clean energy.

> "The purpose of the environmental management and conservation zone is to provide for areas identified as supporting significant biological diversity and ecological integrity." **Mornington Island Master Plan 2020**

Figure 108: Overview of the service providers in environment and energy

Provider Overview

Wellesley Island Land Sea Social Economic Development Pty Ltd.

4 Commonwealth Programs

1 Queensland Program

- Ranger and conservation activities for the natural environment

Community-based

Department of Agriculture and Fisheries (Qld)

N.R. Commonwealth Programs

1 Queensland Programs

- Training to develop Indigenous ranger awareness of marine biosecurity and marine pest surveillance techniques

FIFO

Source: KPMG (2023) based on data provided by government agencies. N.R. = Not Reported.

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2.11 Community and Environment

Environment and Energy Services (cont.)

Figure 108: Overview of the service providers in environment and energy (cont.)

Provider Overview

DES (Qld)

N.R. Commonwealth Programs

1 Queensland Program

- Support for the delivery of community-led environmental activities
- Delivery of compliance and regulatory services for environmental initiatives
- Sewerage management

Mixed-delivery

Ergon Energy

N.R. Commonwealth Programs

1 Queensland Program

- Electricity supply under the Community Service Obligation

Mixed-delivery

Queensland Water Directorate*

N.R. Commonwealth Programs

N.R. Queensland Program

- Water supply management

Mixed-delivery

Department of Regional Development Manufacturing and Water*

N.R. Commonwealth Programs

N.R. Queensland Program

- Water supply management

Mixed-delivery

Source: KPMG (2023) based on data provided by government agencies. N.R. = Not Reported.
*Note: Government did not report on investment into the service providers for their provision of water supply management services. Stakeholder consultation identified their service delivery on Mornington Island. KPMG was unable to determine investment into the service and has not included it in the analysis of the Report.

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2.11 Community and Environment

Analysis of Service Gaps

Figure 109 below summarises the priority services required on Mornington Island in the Building Block for Community and Environment. KPMG consulted with stakeholders and reviewed the data reported by government to identify any potential gaps in service delivery. Based on this analysis, no priority Community and Environment services were identified as potential gaps.

Refer to **page 215** for analysis of the effectiveness of services in this Building Block.

Figure 109: Overview of potential service gaps on Mornington Island

Priority Service	Delivery Status	Commentary
General community services	✓ Delivered	Services delivered by a range of providers including the Carpentaria Land Council Aboriginal Corporation, Centacare North Queensland, the Mornington Shire Council, and Relationships Australia.
Airport Services	✓ Delivered	Services delivered by Aerodrome Management Services Pty Ltd. and Mornington Shire Council.
Leisure and community services	✓ Delivered	Services delivered by the Mornington Shire Council and Mornington Island Aboriginal Corporation for Health.
Town and Master Planning Services	✓ Delivered	Services delivered by the Mornington Shire Council and the Remote Indigenous Land and Infrastructure Program Office (DSDSATSIP).
Compliance and regulatory services	✓ Delivered	Services delivered by Aerodrome Management Services Pty Ltd And DES.
Parks and public spaces management	✓ Delivered	Services delivered by the Mornington Shire Council.
Waste management	✓ Delivered	Services delivered by DES and the Mornington Shire Council.
Animal control and management	✓ Delivered	Services delivered by the Mornington Shire Council.
Local disaster management	✓ Delivered	Services delivered by DSDILGP and the Mornington Shire Council.
Council road services	✓ Delivered	Services delivered by the Mornington Shire Council.
Electricity supply services	✓ Delivered	Services delivered by the Ergon Energy.
Water supply and sewerage management	✓ Delivered	Water supply management is supported by the Queensland Water Directorate, Department of Regional Development, and Manufacturing and Water. Sewerage management services are delivered by DES.
Protection of biodiversity and landscape	✓ Delivered	Services delivered by DAF and Wellesley Island Land Sea Social Economic Development Pty Ltd.

Legend ✓ Service delivered to Mornington Island ! Potential service gap for Mornington Island

Source: KPMG (2023) based on data provided by government agencies

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2.11 Community and Environment

Analysis of Service Duplications

The independent audit found a number of complementary community and environment services delivered on Mornington Island. Desktop review of the programs indicated that the majority of service providers were delivering community and environment services that targeted different cohorts and types of activities. These providers were identified through analysis as delivering complementary services.

Figure 110: Overview of potential service duplications on Mornington Island

Priority Service	Duplication Status	Commentary
General government services	✓ Complementary	The following service providers were identified in the data collection process as delivering complementary services: • **Mornington Shire Council** was funded by the Department of Seniors, Disability Services and Aboriginal and Torres Strait Islander Partnerships to conduct community engagement, undergo local leadership development and to help progress local decision-making. • **Carpentaria Land Council Aboriginal Corporation** was funded by the National Indigenous Australians Agency to build internal capacity and capability. Desktop review of the programs indicated that the service providers were delivering complementary general government services on Mornington Island.
Airport Services	✓ Complementary	The following service providers were identified in the data collection process as delivering complementary services: • **Aerodrome Management Services Pty Ltd.** was funded by DITRDCA to undertake airport safety services including aircraft tie downs, prepare a new aerodrome manuals, and train staff. • **Mornington Shire Council** was funded by DITRDCA to deliver airport upgrades including improved lighting, fencing, runway and resealing the carparks. Desktop review of the programs indicated that the service providers were delivering complementary airport services on Mornington Island.

Legend ✓ Complementary service ! Potential service duplication

Source: KPMG (2023) based on data provided by government agencies.

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2.11 Community and Environment

Analysis of Service Duplications

Figure 110: Overview of potential service duplications on Mornington Island

Priority Service	Duplication Status	Commentary
Compliance and regulatory services	✓ Complementary	The following service providers were identified in the data collection process as delivering complementary services: • **Aerodrome Management Services** was funded by DITRDCA to assist the Mornington Shire Council in ensuring the upkeep of safety standards at the aerodrome on Mornington Island. • **DES** was funded through its Aboriginal and Torres Strait Island Local Government Environmental Services Support Program to support the Mornington Shire Council in reviewing and monitoring compliance with environmental authority conditions. Desktop review of the programs indicated that the service providers were delivering complementary compliance and regulatory services.

Legend ✓ Complementary service ! Potential service duplication

Source: KPMG (2023) based on data provided by government agencies.

Service Effectiveness in Community and Environment

The effective performance of Local Government is critical to promoting a safe, healthy and thriving community. Performance indicators for Local Government are collected by the Department of State Development, Infrastructure, Local Government and Planning on an annual basis. These indicators cover the key financial and functional areas of Local Government.

In analysing the effectiveness of Local Government services for the Mornington Island community, KPMG has reviewed trends in the following indicators over time:

- **revenue ratio** – the percentage of the Mornington Shire Council's total operating income (excluding items like capital grants) was derived from rates and charges between 2017 and 2020; and
- **operating efficiency** – the ratio of the Mornington Shire Council's total operating income to its total operating expenses between 2017 to 2020.

The above indicators have been selected to support analysis of the Mornington Shire Council's capacity to deliver its services. Output and outcome measures that align with the needs and aspirations of the community were unable to be identified for time series analysis and is a limitation to KPMG's project. Further, KPMG was unable to identify appropriate time series data to measure changes in environmental outcomes over time.

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2.11 Community and Environment

Service Effectiveness in Community and Environment

Revenue ratio for Mornington Shire Council

The revenue ratio for the Mornington Shire Council was calculated through the following formula:

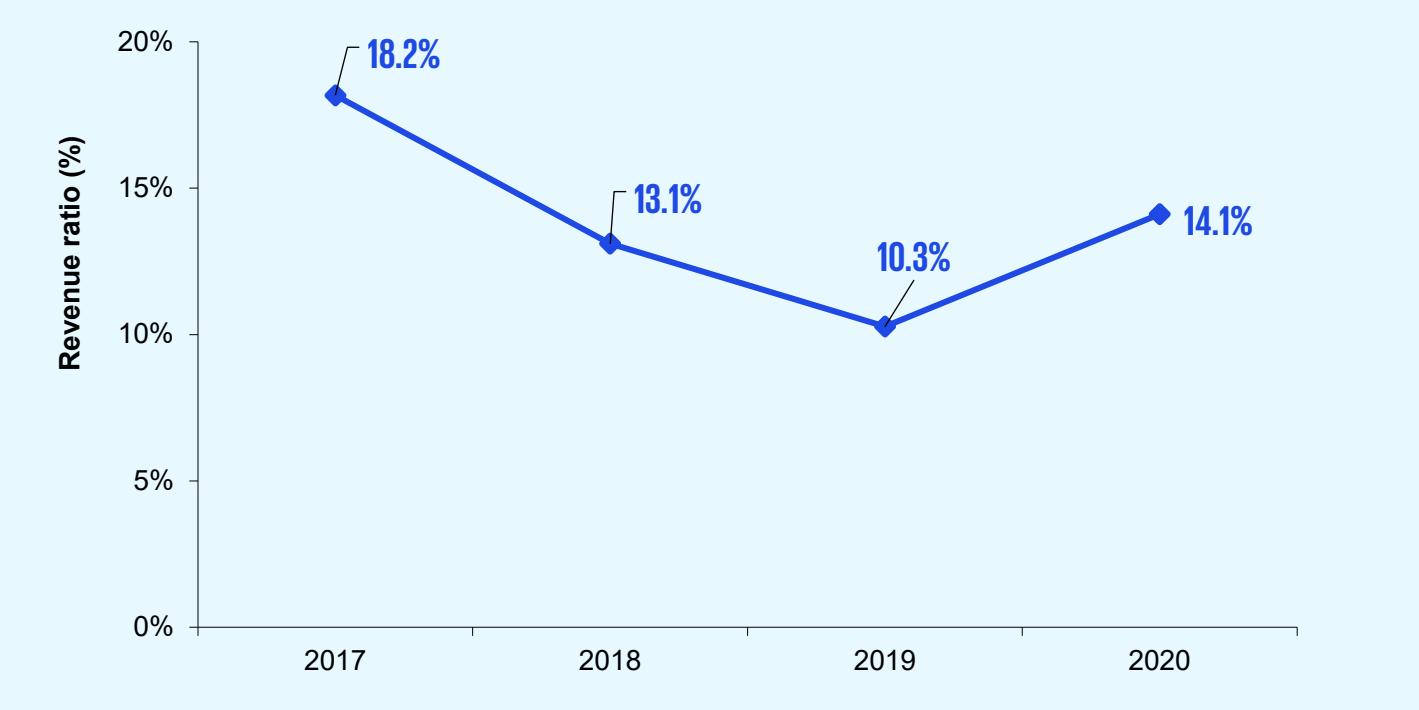
$$\frac{\textit{Net rates and utilities charges income}}{\textit{Total operating income}}$$

The revenue ratio thereby provided insight to the Mornington Shire Council's capacity to raise revenue through rates and charges in comparison with other sources of revenue such as government grants and subsidies or private works. As shown in **Figure 111** below, the revenue ratio for the Mornington Shire Council trended downwards from 18.2% in 2017 to 14.1% in 2020. This compares with the state average for all Local Councils which trended upwards from 39.9% to 45.2%.

According to stakeholders, the Mornington Shire Council was limited in its ability to raise revenue and fund services through rates and charges. This was largely due to the small rate payer base on Mornington Island and resulted in the reliance on government grants and other income sources to deliver services.

> "Mornington Shire cannot raise general rates and are very much restricted in being able to generate 'own source' revenue as there are no freehold properties on the Island." **Community Member, Mornington Island**

Figure 111: Revenue ratio for Mornington Shire Council, 2017 - 2020



Source: Department of State Development, Infrastructure, Local Government and Planning, Local Government Comparative Reports, 2017 – 2022.

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2.11 Community and Environment

Service Effectiveness in Community and Environment

Operating efficiency ratio for Mornington Shire Council

The operating ratio for the Mornington Shire Council was calculated through the following formula:

$$\frac{\textit{Total operating income}}{\textit{Total operating expenses}}$$

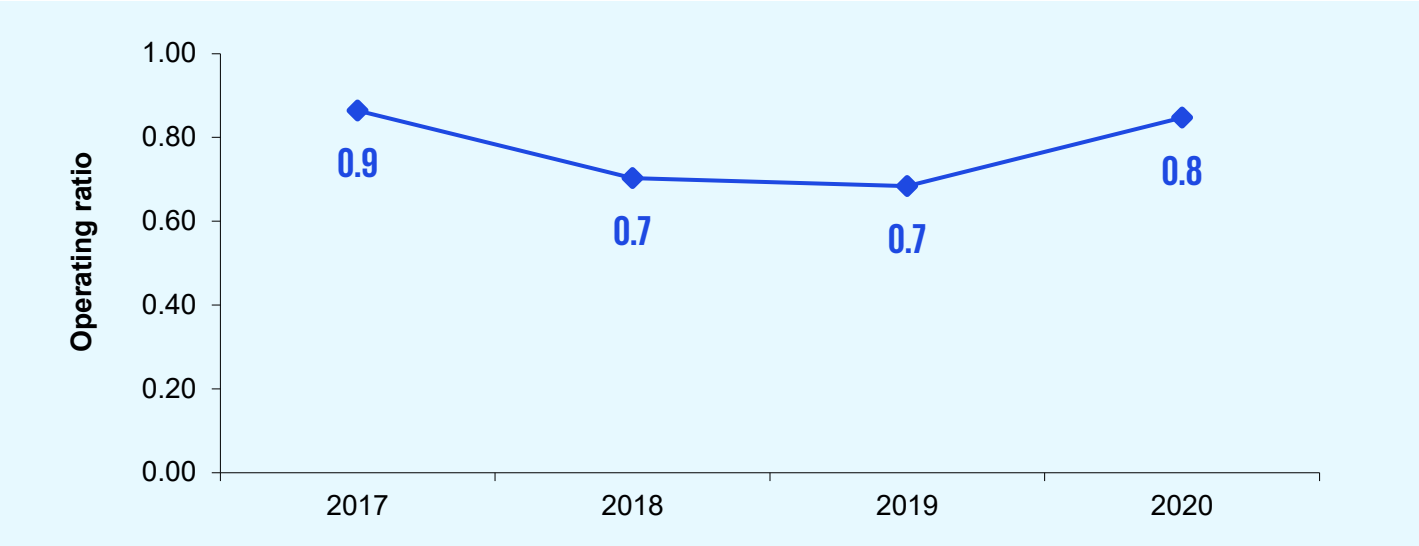
The operating efficiency ratio thereby provided insight to the Mornington Shire Council's ability to fund its operations and services for the community. As shown in **Figure 112** below, the operating efficiency ratio for the Mornington Shire Council was below 1.0 for the period between 2017 and 2020. Operating efficiency ratios below 1.0 indicated that the Mornington Shire Council was unable to fully fund its services through its income streams (e.g., government grants, rates, charges and other income sources).

According to stakeholders, the Mornington Shire Council was financially limited in its ability to sustainably deliver services and contribute towards improvements in community outcomes. In particular, stakeholders reported the following challenges:

- the allocation of grants was reportedly not equitable and proportionate to:
  - the level of need and disadvantage experienced by the community;
  - the higher costs of delivering services in remote locations such as Mornington Island; and
  - the rate-base which limited the ability of the Mornington Shire Council to raise its own revenue;
- the difficulty in securing funding through competitive processes for certain grants; and
- the grants programs were often for limited time periods which prevented the Mornington Shire Council from planning and working towards long-term plans.

> "The current State and Australian government grants policy do not serve the interest of Remote and Very Remote Indigenous local governments." **Community Member, Mornington Island**

Figure 112: Operating efficiency ratio for Mornington Shire Council, 2017 - 2020



Source: Department of State Development, Infrastructure, Local Government and Planning, Local Government Comparative Reports, 2017 – 2022.

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2.11 Community and Environment

Service Effectiveness in Community and Environment

In light of the above assessment, KPMG has sought to understand the broader factors that may be influencing the effectiveness of service provision. This included the review of whether:

- the appropriate mix of activities and outputs have been funded by government to improve outcomes; and
- the local community and environment services have been co-designed and co-implemented in partnership with community.

Appropriateness of government investment

Between 2017 and 2022, the Commonwealth and Queensland Governments funded the Mornington Shire Council to deliver a wide range of services to the community (refer to **page 208**). Desktop review and stakeholder consultations indicated that investment had broadly funded the essential services for building a healthy, safe and thriving community on Mornington Island. However, stakeholders identified the following areas of opportunity for improved government investment by:

- reviewing the methodologies for grant-based funding to ensure the equitable treatment of Local Councils which have disproportionately lower outcomes; and
- strengthening the capacity of the Mornington Shire Council to have an increased role in the design, delivery and monitoring of government funded policies and services that impact the community.

Community input in designing and delivering policies and services

Desktop review and stakeholder consultation indicated that Commonwealth, Queensland and Local Governments shared a growing commitment to designing policies and services in collaboration with the community. In particular, the following key examples of community co-design were identified as part of the independent audit:

- **Department of Seniors, Disability Services and Aboriginal and Torres Strait Islander Partnerships and the Mornington Shire Council** developed the Community Safety Plan 2021 - 2026 in close consultation with the community and service providers;
- **DES and the Mornington Shire Council** worked in partnership to co-design environmental management strategies; and
- **National Indigenous Australians Agency and the Mornington Shire Council** has committed to working in partnership with community to design and establish a sustainable Market Garden as a means of addressing food security.

These activities signified an increased focus by government and service providers to enable local decision-making on the design of policies and services for the community.

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2.12 Industry Support

This section of the Final Report presents the current government expenditure on industry support inclusive of:

- **agriculture, forestry, fishing and hunting;**
- **fuel and energy; and**
- **mining, manufacturing and construction.**

The Commonwealth and Queensland Governments reported expenditure of $44 million on industry support Programs between 2017 and 2022. This represents approximately 13% of the $326 million total expenditure reported for all Building Blocks.

$44 million

reported and attributable to Mornington Island for industry supports between 2017 and 2022.

13 per cent

of reported government expenditure between 2017 and 2022 was attributable to Mornington Island for industry supports.

3 Funding Agencies

5 Programs

3 Service Providers

3 Service Types

33% of providers were community-controlled

33% of providers were community-based

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2.12 Industry Support

Reported Government Investment

The Industry Support Building Block aims to increase economic activity and grow the capability of businesses to deliver goods and services. KPMG identified the following industry supports that received government funding between 2017 and 2022 (see **page 222** for further information):

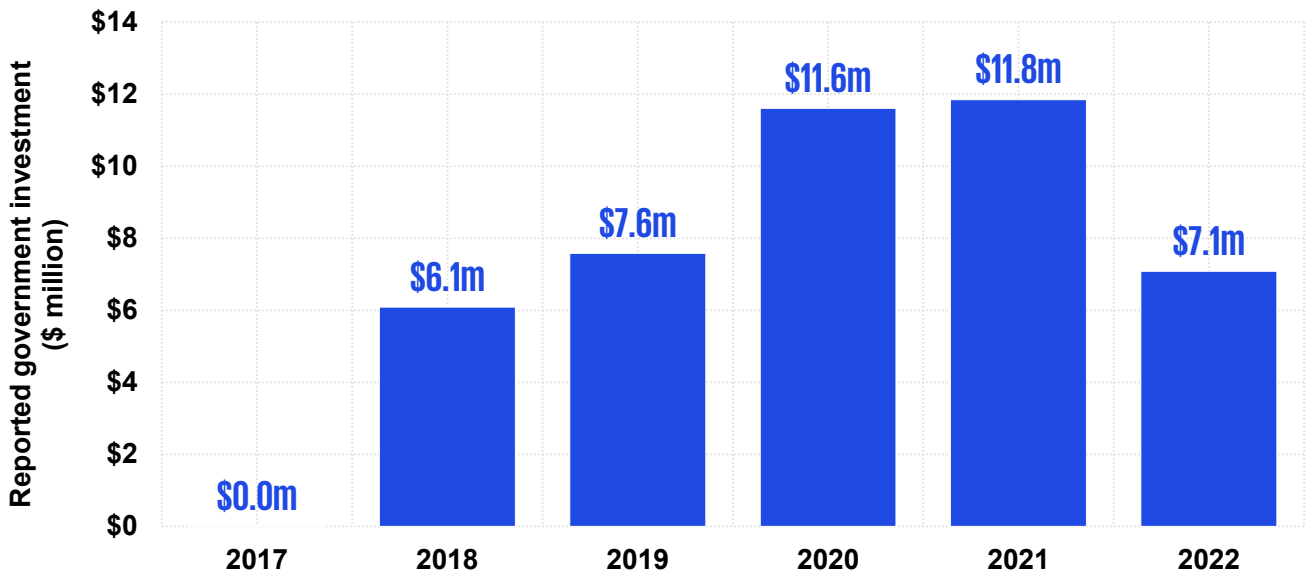
- **building maintenance services** which included QBuild as the largest provider of government funded maintenance services on Mornington Island;
- **distributive trades, storage and warehousing services** which included Gununamanda Limited as the largest provider of government supported retail services on Mornington Island; and
- **other industries services** which included supports to develop the capacity of all industries on Mornington Island.

The Commonwealth and Queensland Governments reported investment of approximately **$44 million** for industry supports between 2017 and 2022. During this period, there was variability in the annual funding amounts with investment peaking in 2021.

The largest funders of this Building Block were:

- **Department of Energy and Public Works (Qld)** reporting $44 million or 99.9% of total investment;
- **Department of Infrastructure, Transport, Regional Development, Communications and the Arts (Cth)** reporting $42,691 or less than 1% of total investment; and
- **National Indigenous Australians Agency (Cth)** reporting less than $10,000 or less than 1% of total investment.

*Figure 113: Annual investment in Industry Support (2017 to 2022)**



Source: KPMG (2023) based on data provided by government agencies.
*Note: Government agencies were unable to provide investment data for QBuild that was attributed to each of the relevant Building Blocks (e.g., Health and Housing). As a result, the amount of funding for QBuild maintenance services was consolidated in the Industry Support Building Block.

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2.12 Industry Support

Service Providers and Delivery Models

As shown in **Figure 114**, government investment between 2017 and 2022 was predominantly targeted at Queensland Government agencies (QBuild). Investment was spread across:

- **State Government Agency** – QBuild being attributed with 99.9% of government funding. QBuild was established as a commercial business unit of the Queensland Government to deliver maintenance services both in-house (i.e., by QBuild's own tradespeople and apprentices) and with industry and local suppliers to support local communities. Due to data limitations, this proportion of government funding was unable to be appropriately and accurately attributed to the government agencies that procured and invested in QBuild to maintain government-owned buildings and assets on Mornington Island (e.g., health facilities and social housing). This was a limitation of KPMG's analysis and required the attribution of funding to QBuild in the Industry Support Building Block.
- **Commonwealth Government Agency** – One service provider receiving less than 1% of government funding; and
- **Community Controlled Organisations** – One service provider receiving less than 1% of government funding.

*Figure 114: Overview of different service provider types and delivery models on Mornington Island**

Source: KPMG (2023) based on data provided by government agencies.
*Note: Government agencies were unable to provide investment data for QBuild that was attributed to each of the relevant Building Blocks (e.g., Health and Housing). As a result, the amount of funding for QBuild maintenance services was consolidated in the Industry Support Building Block.

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2.12 Industry Support

Industry Supports

As shown in **Figure 115**, three service providers received funding for supporting local industries on Mornington Island. These services were focused on supporting the building maintenance and retail trade industries as well as providing broader assistance across all industries. Stakeholders identified the following strengths associated with these services:

- the building maintenance services were vital to maintaining the large number of government buildings on Mornington Island (e.g., school, hospital, police station, ambulance station, etc.); and
- the retail services ensured that community members had access to essential household goods, general apparel, hardware, housewares and catering services.

The following challenges were identified by stakeholders in relation to industry support services:

- the industry supports were not coordinated and targeted at growth opportunities (e.g., potentially tourism);
- the investment in FIFO services provided limited benefit to the community in terms of sustained economic activity and job creation; and
- the persistent high prices experienced in the community for purchasing goods and services.

.

Figure 115: Overview of the service providers in industry supports

Provider Overview

QBuild

N.R. Commonwealth Programs

3 Queensland Programs

- Planned maintenance
- Unplanned maintenance
- Service maintenance

FIFO

Gununamanda Limited

1 Commonwealth Program

N.R. Queensland Programs

- Provision of essential goods, general apparel, hardware, housewares, and catering services

Community-based

Regional Development Australia

1 Commonwealth Program

N.R. Queensland Programs

- Economic development support services

FIFO

Source: KPMG (2023) based on data provided by government agencies.. N.R. = Not Reported.

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2.12 Industry Support

Analysis of Service Gaps

Figure 116 below summarises the priority services required on Mornington Island in the Industry Support Building Block. KPMG consulted with stakeholders and reviewed the data reported by government to identify any potential gaps in service delivery. Based on this analysis, 'tourism services' were identified as a potential gap in providing industry support services.

Refer to **page 224** for analysis of the effectiveness of services in the Industry Support Building Block.

> "Mornington Shire Council would like to increase tourism opportunities in the area. The Island offers scenic, natural landscapes that are sought after by many tourists. More affordable and frequent flights, improved accommodation options and guided tours (such as water sports or local heritage talks) are some ideas that may entice more tourists to the area.
>
> There are excellent fishing opportunities in the waters around the Island and in partnership with Gulf Region Aboriginal Corporation (GRAC) and Council, private operators may be able to run viable commercial or recreational fishing expeditions. A fishing lodge used to be operational to the north of the Island called Birri Fishing Resort. It is understood the fishing lodge is no longer operational and is seeking external funding assistance to carry out redevelopment works"
>
> **Mornington Island Master Plan 2020**

Figure 116: Overview of potential service gaps on Mornington Island

Priority Service	Delivery Status	Commentary
Construction services	✓ **Delivered**	Services delivered by the QBuild.
Distributive trades, storage and warehousing services	✓ **Delivered**	Services delivered by Gunanmanda Ltd.
Tourism services	! **Potential gap**	KPMG was unable to identify any service providers receiving investment in the tourism industry.

Legend ✓ Service delivered to Mornington Island ! Potential service gap for Mornington Island

Source: KPMG (2023) based on data provided by government agencies.

Analysis of Service Duplications

KPMG's analysis was unable to identify any similar types of industry supports that duplicated their target cohorts and created overlap in service provision.

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2.12 Industry Support

Effectiveness of Industry Supports

Industry supports are key enablers to developing a sustainable local economy. Government investment across multiple industries facilitates the creation of a more diverse economy which in turn increases economic resilience and employment opportunities.

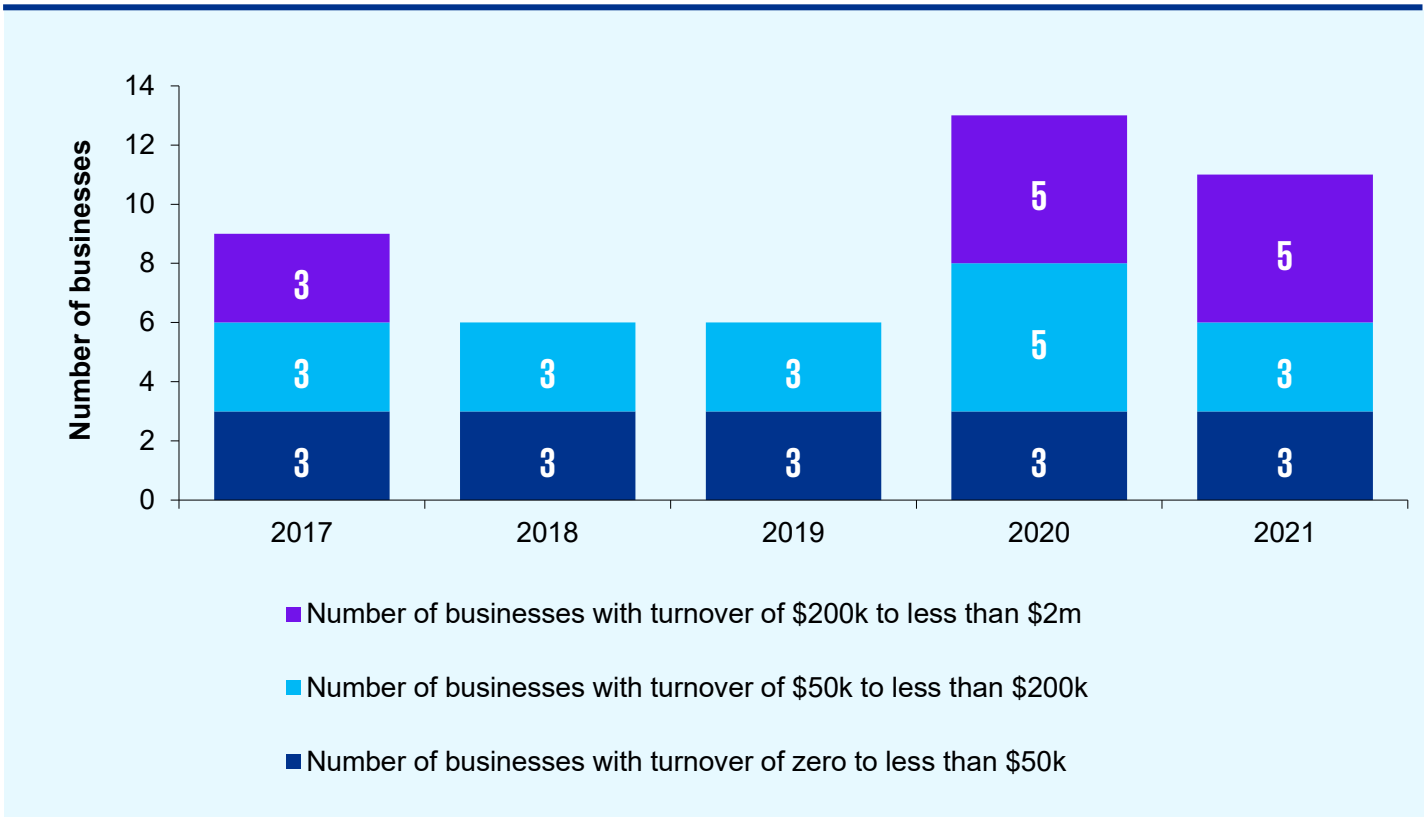
In analysing the effectiveness of industry supports for the Mornington Island community, KPMG reviewed trends in the number of business between 2017 and 2022 with turnovers of:

- $0 to less than $50,000;
- $50,000 to less than $200,000; and
- $200,000 to less than $2 million.

As described in **Figure 117**, the businesses on Mornington Island showed some growth in terms of the count and volume of turnover in the past two years. This indicated that the local economy was capable of increasing economic activity, albeit potentially not sustainable. In particular, stakeholders reported the following issues with establishing and maintaining businesses on Mornington Island:

- industry supports and investment had not been coordinated and targeted at growth opportunities; and
- short-term grant funding had not been conducive to enabling the sustainability of businesses and industries.

Figure 117: Number of businesses on Mornington Island by volume of turnover, 2017 – 2021



Source: ABS, Region Summary: Mornington Island, 2022.

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2.12 Industry Support

Effectiveness of Industry Supports

In light of the trends in business growth, KPMG has sought to understand the broader factors that may be influencing the effectiveness of industry supports. This included the review of whether:

- the appropriate mix of supports have been funded by government to improve outcomes; and
- the industry supports have been co-designed and co-implemented in partnership with community.

Appropriateness of government investment

Between 2017 and 2022, the Commonwealth and Queensland Governments funded a limited range of industry supports**.** Desktop review and stakeholder consultations indicated that investment was potentially misaligned with community needs and aspirations. However, KPMG was unable to definitively reach this finding in the absence of an economic development plan that defined the economic vision, mission and goals of Mornington Island.

Stakeholders identified the following areas of opportunity for improved government investment by:

- developing an economic development plan in partnership with community members, businesses and government to identify the priority industries for growth; and
- enhancing the public infrastructure on Mornington Island to enhance economic development opportunities.

Community input in designing and delivering policies and services

Desktop review and stakeholder feedback indicated that limited consultation had occurred in identifying the industries and businesses for growth on Mornington Island. This indicated that increased focus was required for co-designing and co-implementing industry initiatives in genuine partnership with the community.

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2.13 General Government Services

This section of the Final Report presents the current government expenditure on other government services inclusive of:

- **general government services; and**
- **defence and foreign affairs.**

The Queensland Government reported expenditure of $540,000 on general government services between 2017 and 2022. This represents approximately less than 1% of the $326 million total expenditure reported for all Building Blocks.

$540,000

reported and attributable to Mornington Island for general government services between 2017 and 2022.

Less than 1 per cent

of reported government expenditure between 2017 and 2022 was attributable to Mornington Island for general government services.

2 Funding Agencies

4 Programs

2 Service Providers

2 Service Types

100%

of providers were State Government agencies

50%

of providers were FIFO

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2.13 General Government Services

Reported Government Investment

The General Government Services Building Block is focused on enabling the provision of government services that are essential for the functioning of society. These services provide the foundation for communities to engage with government and thrive culturally, socially and economically.

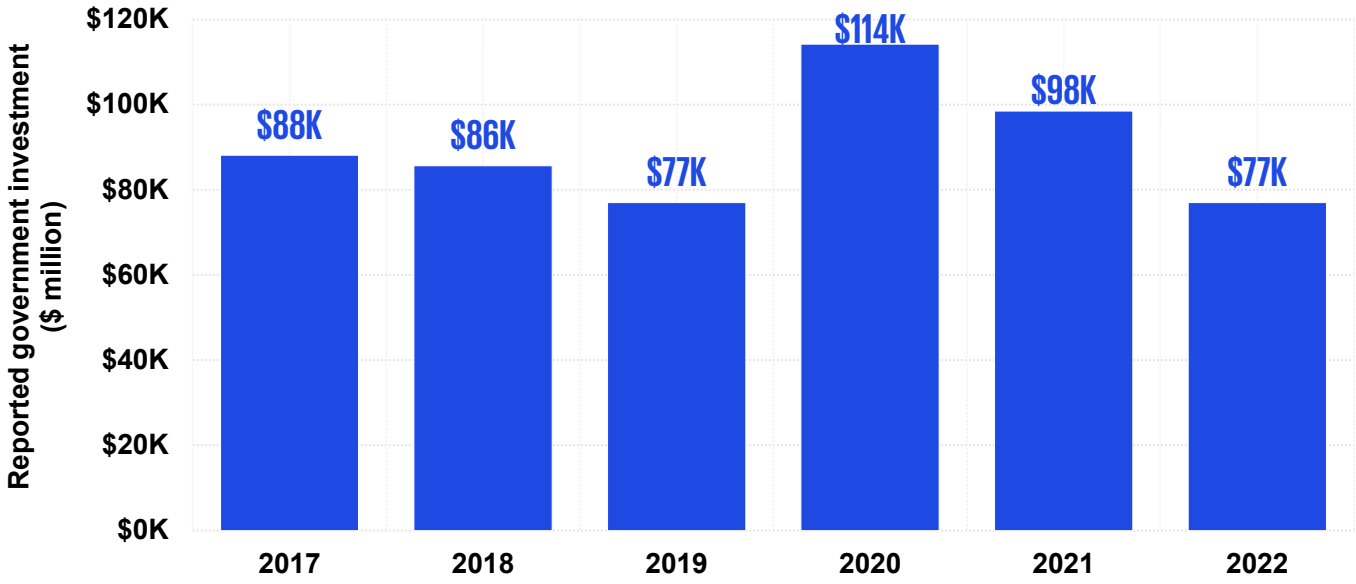
KPMG identified the following services that received government funding between 2017 and 2022 (see **page 229** for further information):

- **electoral support services** which included the Electoral Commission of Queensland (ECQ) supporting two Queensland Government elections and one Local Government election; and
- **financial audit services** which involved the conducting of audits by the Queensland Audit Office (QAO) as required for the functioning of Local Government.

The Queensland Government reported that **$540,000** was invested in this Building Block between 2017 and 2022. The largest funders of this Building Block were:

- **Queensland Audit Office** reporting $507,000 or 94% of total investment; and
- **Electoral Commission of Queensland** reporting $33,000 or 6% of total investment.

Figure 118: Annual investment in General Government Services (2017 to 2022)



Source: KPMG (2023) based on data provided by government agencies.

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2.13 General Government Services

Service Providers and Delivery Models

Between 2017 and 2022, funding for general government services was invested across:

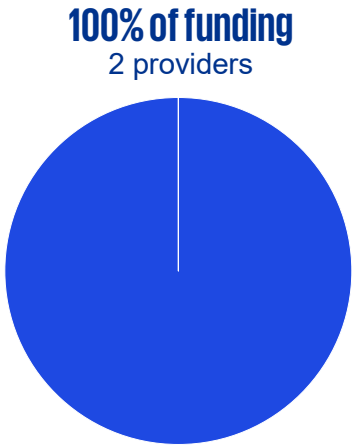
- **State Government Agencies** – Two Queensland Government agencies received 100% of funding; and

Analysis of the data indicated that the Queensland Government remotely delivers a range of legislated services on a routine basis to Mornington Island (e.g., electoral and auditing services).

Figure 119: Overview of different service provider types and delivery models on Mornington Island

Types of service providers

- State Government Agency



0 Community-based Provider

1 FIFO Provider

1 Mixed Delivery Providers

0 Virtual Providers

Source: KPMG (2023) based on data provided by agencies from the Queensland Government.

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2.13 General Government Services

General Government Services

As shown in **Figure 120**, the ECQ and QAO delivered essential services for the functioning of government on Mornington Island. These services are legislatively required and delivered on a routine basis.

Figure 120: Overview of the service providers in general government services

Provider Overview

ECQ

N.R. Commonwealth Programs

3 Queensland Programs

- Support for the State Government Elections in 2017 and 2020
- Support for the Local Government Election in 2020

Mixed-delivery

QAO

N.R. Commonwealth Programs

1 Queensland Program

- Audit of Mornington Shire Council's financial statements

FIFO

Source: KPMG (2023) based on data provided by government agencies. N.R. = Not Reported.

Analysis of Service Gaps

Figure 121 below summarises the priority services required on Mornington Island in the General Government Services Building Block. KPMG consulted with stakeholders and reviewed the data reported by government to identify any potential gaps in service delivery. Based on this analysis, 'registration or licensing services' were identified as a potential gap in providing general government services.

Figure 121: Overview of potential service gaps on Mornington Island

Priority Service	Delivery Status	Commentary
Financial Management Services	✓ Delivered	Services delivered by QAO to the Mornington Shire Council.
Registration or Licensing Services	! Potential gap	The Queensland Government did not report any registration or licensing services that routinely delivered services on Mornington Island (e.g., for Blue Card and Drivers).
Electoral Support Services	✓ Delivered	Services provided by the Electoral Commission of Queensland.

Legend ✓ Service delivered to Mornington Island ! Potential service gap for Mornington Island

Source: KPMG (2023) based on data provided by government agencies.

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2.13 General Government Services

Analysis of Service Duplications

KPMG's analysis was unable to identify any similar types of general government services that duplicated their target cohorts and created overlap in service provision.

Service Effectiveness in General Government Services

Due to the general nature of this Building Block, KPMG was unable to identify any outcome indicators of service effectiveness. However, stakeholders reported the need for increased consistency in registration and licensing services to enable community members to attain identification, drivers and boat licences, Blue Cards, Yellow Cards (Disability Worker Screenings) and other essential documentation. The irregularity of these services was observed to be a barrier to the social and economic participation of community members.

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03

Review of Key Enablers for Service Delivery

3.1 Community Engagement and Decision-making

Importance of Community Engagement and Decision-making

The National Agreement on Closing the Gap committed to structural reform to empower First Nations peoples to share decision-making authority with all levels of government. In this context, the Queensland Government's Local Thriving Communities reform agenda has been critical to enabling shared decision-making between First Nations communities and government to improve the co-design and implementation of policies, programs and services that have an impact on life outcomes.

Community engagement and decision-making was identified as an essential enabler to sustainably and holistically improving community outcomes on Mornington Island. In particular, community engagement and decision-making was considered by stakeholders to be critical to:

- building self-determination and leveraging the strengths of the community to meet its social, cultural and economic needs;
- increasing the transparency and accountability of government policy-making, investment and procurement; and
- enabling funding for programs and services to align with jointly agreed priorities between community and government.

Review of Community Engagement and Decision-making on Mornington Island

KPMG's scope for reviewing community engagement and decision-making on Mornington Island was focused on identifying:

- the extent to which government and service providers have supported local solutions and decision-making with; the Mornington Island community; and
- the enablers and barriers to community engagement and decision-making on Mornington Island.

As part of this project, KPMG analysed publicly available documents and program data reported by government to identify strong examples of community engagement and shared decision-making on Mornington Island. KPMG also consulted widely with community members, service providers and government funders. The overarching findings for Mornington Island have been presented below.

A growing commitment to working in genuine partnership with the community

KPMG consulted with a range of community members on Mornington Island who emphasised:

- their aspirations to make decisions about their own future;
- their preference for the voices of the various cultural and family groups to hold equal weight in decision-making; and
- their ambition for community-led implementation of initiatives and services.

In conducting the project, KPMG sought to identify leading examples of community engagement and shared decision-making on Mornington Island. The case studies on **pages 233 – 234** demonstrated increasing action by a small number of government agencies to work in genuine partnership. In particular, the case studies highlighted the increased focus on:

- establishing governance and decision-making structures that incorporate community representation across the State, Commonwealth and Local Governments;
- engaging with community to design and deliver services that aligned with their needs and aspirations; and
- monitoring, communicating and actively responding to changes in community outcomes.

Whilst providing evidence of the progress towards shared-decision making, stakeholders reported that a coordinated and whole-of-government approach was required for Mornington Island.

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3.1 Community Engagement and Decision-making

Case Study

Community Safety Plan

In 2021, extensive consultation was undertaken with the Mornington Island community for the development of its *Community Safety Plan*. Approximately 200 community members participated in the consultation process to design a safety on Mornington Island. In particular, the *Community Safety Plan* was developed to enable:

- the delivery of community-led and coordinated initiatives that incorporated the voices of community;
- the establishment of a 'Community Safety Committee' consisting of representation of the Mornington Shire Council, Traditional Owners, community groups and government agencies to oversee its implementation and monitoring; and
- the 'living' nature of the document to ensure flexibility in reshaping priorities to respond to emerging needs and aspirations (as required).

Case Study

Mornington Island Health Strategy 2019 - 2024

The *Mornington Island Health Strategy 2019 – 2024* was developed as a long term and community driven-plan to improve health and wellbeing outcomes. The Strategy was developed through close collaboration with the community, Mornington Island Health Council, Mornington Shire Council, NWHHS, Gidgee Healing and the WQPHN. Implementation of the Strategy involved:

- the establishment of a Mornington Island Health Partnership and governance structure that included representation from community leaders in healthcare and all three levels of government (i.e. WQPHN (Cth), NWHHS (Qld), Mornington Shire Council (Local));
- the commitment to quarterly meetings to review the progress of implementation and six-monthly meetings to provide feedback to community on achievements, challenges and any issues.

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3.1 Community Engagement and Decision-making

Case Study

Stronger Smarter 'Community Sphere Blueprints'

The National Indigenous Australians Agency funded the Stronger Smarter Institute to work collaboratively with the community and Mornington Island State School to co-design 'Community Sphere Blueprints'. The purpose of these Blueprints is to envision, plan and enact strategies for student attendance, engagement and success. The Blueprints will be developed through a strengths-based approach and focus on:

- acknowledging, embracing and developing a positive sense of cultural identity in school;
- strengthening First Nations leadership in school and the wider community; and
- developing innovative and dynamic school staffing models that align with the complex social and cultural needs of students and the community.

Case Study

Aboriginal and Torres Strait Island Local Governments and Environmental Services Support Program

DES (Qld) funded the delivery of co-designed service delivery frameworks to improve the Department's regulatory relationship with the 17 Indigenous Councils in Queensland. The frameworks are aimed at assisting each Indigenous Council to realise their aspirations associated the delivery of environmental protection activities. In particular, the frameworks are focused on:

- taking a place-based approach to understand, and work through challenges related to the operation of Councils' environmentally relevant activities;
- facilitating the development and implementation of opportunities to support capability uplift of Council staff; and
- connecting Councils with supporting partners (internal and external) to enable a holistic approach to delivering improved services.

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3.1 Community Engagement and Decision-making

Success factors to community engagement and decision-making

Stakeholders consulted as part of this project demonstrated a strong commitment to establishing mechanisms and structures for increased engagement and shared decision-making authority. In line with the National Agreement on Closing the Gap, place-based partnerships were identified as a critical enable to improving outcomes for the Mornington Island community. Stakeholder identified a range of success factors to the achievement of shared decision-making, including:

- working towards the establishment of a Local Decision Making Body in line with the *Local Thriving Communities* reform agenda and the following considerations:
  - incorporating of the existing strengths of the Mornington Shire Council and cultural leadership within community;
  - representative of community voice across the different cultural and family groups;
  - aligning to integrity principles to facilitate effective management of probity and conflict of interest matters;
  - ensuring transparency in the monitoring, reporting and ongoing evaluation of decision-making; and
  - incorporating strong accountability mechanisms.
- developing a community engagement and co-design framework that meets the unique needs of Mornington Island;
- shifting towards place-based approaches to designing polices and services;
- supporting the long-term capacity and capability building of the community to work in genuine partnership with government; and
- securing adequate funding and resourcing to enable the Mornington Island community to participate in shared decision-making.

Stakeholders noted that there was strong foundation for a Local Decision Making Body to build upon the achievements to date on Mornington Island. It was observed that discussions with the Morning Shire Council and other leadership groups should be prioritised to facilitate the establishment of a Local Decision Making Body.

Structural barriers to community engagement and decision-making

Community members identified a range of obstacles in working towards increased community engagement and shared decision-making authority. These barriers included:

- the complexities in ensuring appropriate representation in the context of the diversity of the Mornington Island community;
- the challenges in identifying and reaching agreement on the scope of shared decision-making, its processes and resourcing requirements;
- the structural changes required by government and service providers in relation to the way in which policies and services are designed and delivered; and
- the difficulty in measuring performance and success that is meaningful to a broad range of key stakeholders (i.e., community, government and service providers).

Consultation highlighted that community, government and service providers will need to work in close partnership to overcome these barriers. This will require robust relationships and commitments to respecting, valuing and building upon the strengths of the diverse range of stakeholders.

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3.2 Service Integration

Importance of Service Integration

The delivery of integrated and coordinated services is a key enabler to holistically meeting the needs of the community. Service integration is closely connected with the delivery of person-centred supports and informs shared decision-making between individuals, their service providers and government more broadly. Effective service integration requires appropriate systems and structures to facilitate, drive and support collaboration. In turn, service integration was considered by stakeholders to be essential to:

- ensuring that community members are connected to appropriate services across the social support system;
- enhancing the delivery of personalised services to flexibly accommodate the unique and complex needs of individuals, families and the broader community;
- increasing the capacity of service providers to meet the complex needs of community members;
- minimising elements of duplication arising from the delivery of multiple services by multiple providers; and
- ensuring that community members do not fall into gaps between service providers and support systems working in isolation from each other.

Review of Service Integration on Mornington Island

KPMG's scope for reviewing the Mornington Island workforce was focused on identifying:

- the extent to which services are integrated with the community and across the Building Blocks; and
- the enablers and barriers to effective service integration on Mornington Island.

As part of this project, KPMG developed a qualitative framework to assess the extent of service integration on Mornington Island (refer **page 57** for further information). To support this assessment, KPMG analysed publicly available documents and program data reported by government to identify elements of service integration. KPMG also consulted widely with community members, service providers and government funders. The overarching findings for Mornington Island have been presented below.

A community with variable levels of service integration

Based on KPMG's qualitative assessment of service integration, the following levels of integration were identified on Mornington Island:

- service providers demonstrating limited evidence of integration;
- low or informal levels of integration;
- moderate levels of integration; and
- strong levels of integration.

Figure 122 overleaf summarises the proportion of service providers who were qualitatively assessed and identified against each of the abovementioned levels of service integration. This analysis indicated that service providers had varying levels of integration with each other and the community. In particular, the following observations were made by stakeholders:

- the virtual and FIFO models were not conducive to service integration and contributed to the fragmentation of the service delivery landscape;
- the service providers largely operated in isolation of each other and infrequently engaged with the community for their input into the design and delivery of services; and
- the level of service integration across the Building Blocks was limited with service providers having insufficient capacity to develop information sharing and joint service delivery arrangements.

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3.2 Service Integration

Figure 122: Qualitative assessment of service integration

INCREASING LEVEL OF SERVICE INTEGRATION

Limited Evidence of Service Integration	Approximately **49%** of service providers had minimal evidence of service integration on Mornington Island. These service providers had the following features: • operated state-wide or region-wide services; and • delivered services infrequently through FIFO or virtual models.
Low Level of Service Integration	Approximately **7%** of service providers had evidence of low or informal levels of service integration on Mornington Island. These service providers had the following features: • informal or personal relationships with a small number of service providers; and • limited mechanisms to regularly engage with the community.
Moderate Levels of Service Integration	Approximately **38%** of service providers had evidence of moderate levels of service integration on Mornington Island. These service providers had the following features: • information sharing or service delivery arrangements with a limited and select range of service providers; and • engagement with community on a semi-regular basis.
Strong Level of Service Integration	Approximately **6%** of service providers had evidence of strong levels of service integration on Mornington Island. These service providers had the following features: • comprehensive information sharing or service delivery arrangements with a wide range of service providers; and • established mechanisms to engage with community on a regular basis.

Source: KPMG (2023).

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3.2 Service Integration

Incidences of strong or moderate service integration were largely driven by statutory requirements or formal mechanisms to deliver integrated and person-centred services. In particular, higher levels of service integration were observed across the following areas:

- **acute and emergency healthcare services –** this was strongly demonstrated by the coordination of care between the Mornington Island Hospital, QAS, RFDS and Retrieval Services Queensland;
- **youth justice services –** this was strongly demonstrated by the collaborative approach of Mission Australia, 54 Reasons and Youth Justice Officers to meet the needs of young people interfacing with the justice system on Mornington Island;
- **policing and adult justice services –** this was strongly demonstrated by the robust and trusted working relationship between the Queensland Police Service and Queensland Corrective Services on Mornington Island;
- **healthcare and education services –** this was strongly demonstrated by the Department of Education (Qld) funding Gidgee Healing to deliver targeted allied health services to students at the Mornington Island State School; and
- **cultural and education services** – this was strongly demonstrated by the Department of Education (Qld) funding Mirnidyan Gununa to deliver language and culture programs to students at the Mornington Island State School.

In contrast, limited to lower levels of service integration were observed in circumstances where service providers had informal relationships or differing priorities in meeting community needs. In particular, the following areas were observed to require improvement:

- **schooling, training and employment services –** the pathway between the Mornington Island State School, higher education providers and the workforce required strengthening to support young people reach their full potential;
- **primary and acute healthcare services –** the continuity of services in the health system between the Mornington Island Health Council, Gidgee Healing, NWRH, the Mornington Island Hospital and other health services required improvement to support the delivery of integrated and person-centred care to community members;
- **employment and healthcare services –** the linkages between Bynoe CACS and community health services required enhancement to better support jobseekers to address any health and wellbeing issues that inhibited their ability to gain and maintain employment;
- **policing, family and healthcare services** – in the context of high rates of community and family violence, the supports available to children, families and women required further coordination and integration to prevent and heal the impact of harm.
- **cultural and youth supports –** the increased focus on connection to culture and community in the delivery of youth services was required to better support young people and promote their sense of cultural identity and belonging.

The barriers and enablers to improving service integration on Mornington Island have been outlined on the following page. They primarily relate to policies, processes, workforce capacity and capability and systems that influence the ability of service providers to facilitate and maintain integration. Strong commitments by service providers and government will be required to re-orientate and deliver person-centred services to community members.

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3.2 Service Integration

Key enablers to service integration

Service integration was influenced by a range of key enablers on Mornington Island. These enablers enhanced the capacity of service providers and the broader system to deliver person-centred and responsive services. In particular, stakeholders identified the following key enablers for service integration on Mornington Island:

- strong leadership and organisational culture facilitated service integration through the creation of a shared vision between the different service providers and their funders;
- workforce sharing and collaboration through secondment or staff co-location enabled service providers to combine their resources and skills to more holistically meet the needs of community members;
- referral pathways facilitated the coordination of service delivery using a “no wrong door” approach and established common entry points to the social support system;
- data sharing in accordance with relevant legislation enabled coordinated case management and more targeted use of services to achieve better outcomes for community members; and
- joint service planning and commissioning supported collaboration between service providers and government agencies to develop local service plans and strategies for joined-up service delivery.

Stakeholders observed that building on the strengths of these current enablers was key to improving service integration across the Building Blocks.

Barriers to service integration

Community members identified various barriers to effective service integration on Mornington Island. These included:

- limited capacity of service providers to establish partnerships and integration mechanisms in the context of resourcing constraints and competing priorities;
- unclear roles and responsibilities between service providers inhibited the identification and creation of seamless referral pathways;
- high volume of FIFO services resulted in providers operating in isolation from one another;
- complex policies, procedures and risk assessments inhibited the ability for service providers to collaborate and coordinate service provision – particularly in relation to services for children and young people;
- disconnected data systems prevented service providers from sharing information about community members and their needs;
- program silos created by rigid funding streams or eligibility criteria that restricted the coordination of services;
- competition between service providers for funding resulting in a reluctance to share knowledge and resources;
- reliance on individual relationships that limited the longevity of service provider partnerships in the context of high staff turnover; and
- community dynamics that discouraged that formation of partnerships due to a complex range of historical, social and cultural factors.

Stakeholders observed that a joint commitment between community, service providers and government was required to overcome these barriers and re-orientate the social support system around community members.

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3.3 Infrastructure

Importance of infrastructure

The provision of high quality and appropriate infrastructure was identified as an essential enabler to building and sustaining a thriving community on Mornington Island. In particular, infrastructure was considered by stakeholders to be critical to:

- ensuring a safe and healthy environment to promote social connections and participation in civic, cultural and community life;
- improving access to a full range of suitable, integrated and culturally inclusive services;
- raising the standard of service delivery to be consistent with those provided to other Australians in communities of similar size and location;
- protecting the natural environment and cultural heritage for future generations; and
- increasing economic and social development opportunities that support local workforce participation and growth in industries.

Review of infrastructure on Mornington Island

KPMG's scope for the independent audit was limited to reviewing infrastructure as it relates to enabling service delivery. Consequently, KPMG was not required to complete a systematic review of the existing infrastructure, its funding sources, and future pipeline. The Mornington Island Master Plan 2020 was developed by Aurecon in collaboration with the Mornington Shire Council and Queensland Government in 2020 to support the provision of adequate residential, commercial and community facilities.

As part of the independent audit, KPMG consulted with service providers and government agencies to understand the strengths and limitations of the existing infrastructure on Mornington Island. KPMG also reviewed a range of publicly available documents that provided information about the current state and future plans for infrastructure in the community. The overarching findings in relation to infrastructure and service delivery on Mornington Island have been presented below. Refer to **page 242** for specific findings on distinct types of infrastructure (i.e., critical infrastructure, community facilities, housing, and the transport network).

Low quality infrastructure inhibiting service delivery

A key theme from the independent audit was the need to improve infrastructure on Mornington Island. In particular, stakeholders reported the following issues:

- infrastructure not meeting the standard that would be expected in non-First Nations communities in Australia in terms of quality, quantity and variety;
- insufficient and fragmented government funding programs to raise and maintain the standard of infrastructure;
- the design, layout and appearance of infrastructure not supporting welcoming spaces where community members feel safe, comfortable, and confident that they will receive high quality services;
- limited opportunity for community members, the Mornington Shire Council, and service providers to elevate and prioritise their infrastructure needs with government; and
- inadequate co-design processes that have insufficient input from community members in the planning and delivery of capital works programs.

Due to these issues, the current state of infrastructure on Mornington Island was reported to be limiting the effectiveness of service delivery. In particular, service providers noted that infrastructure constraints affected the capacity, accessibility, and sustainability of service provision.

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3.3 Infrastructure

High cost of maintaining and renewing infrastructure

Service providers noted the high cost of infrastructure on Mornington Island with the resulting impact of absorbing a high proportion of their government funding. In particular, the high costs were associated with:

- the limited capacity of organisations to suitably plan, mitigate and manage infrastructure life-cycle costs;
- the transportation of construction materials and equipment via barge from the mainland; and
- the procurement of labour from the mainland.

Stakeholders expressed concerns that current funding was inadequate to cover the capital, operating and maintenance costs of infrastructure on Mornington Island. This ultimately impacted the financial position of service providers and their capacity to deliver high quality services to the community.

Constrained land availability for infrastructure

Stakeholders observed several factors that have influenced land use and the development of infrastructure on Mornington Island. These factors included:

- topography and environmental constraints limiting the suitability of land for development;
- Native Title determinations; and
- protected land areas under relevant legislation (e.g. *Vegetation Management Act 1999* (Qld)).

Due to the above considerations, stakeholders stated that the airstrip required relocation to allow for further housing and redevelopment of other areas of the township. The relocation planning was currently in progress with the Mornington Shire Council at the time of KPMG's project and required government funding commitments.

Limited digital and telecommunications coverage

Telecommunications for Mornington Island is supplied by Telstra, including fixed lines, mobile phone and data coverage. The mobile phone coverage extends across the township and out to Dithery Creek Dam (approximately 2.2 km to the north of the township). Community members and service providers identified the following challenges with telecommunications and digital inclusion on Mornington Island:

- issues with telecommunication speeds and reliability within the township (particularly during weather events);
- limited access to technical supports; and
- absence of telecommunications coverage for the outstations on Traditional Homelands.

In comparison to other Australian communities, these telecommunication challenges have contributed to gaps in access and usage of telecommunications on Mornington Island. In particular, community members reported ongoing difficulties with accessing essential online services, including internet banking and social security through Centrelink and MyGov. The ability of community members to safely travel and stay on their Traditional Homelands was also reported to be limited by the absence of telecommunications coverage.

From the perspective of service providers, the telecommunication challenges impacted their capacity to deliver accessible and consistent services to the community. Digital uptake was also reported to be low with service providers often relying on the use of paper-based or outdated systems.

In relation to these challenges, the Department of Communities, Housing and Digital Economy has proposed activities to co-design and co-develop its digital inclusion strategy with First Nations communities. This strategy will support the Queensland Government's commitments under the Closing the Gap Agreement and support improvements in digital access and affordability. Further, the Digital Economy Strategy and Action Plan includes initiatives for the State Library of Queensland to work in partnership with Indigenous Councils to improve digital inclusion and literacy of First Nations peoples.

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3.3 Infrastructure

Figure 123 below outlines the key critical infrastructure, community facilities, housing and transport networks identified through stakeholder consultation as being priority areas of focus.

Figure 123: Key priority areas of focus for infrastructure

CRITICAL INFRASTRUCTURE

Sustainable investment is required to support ongoing maintenance and asset replacements to meet community needs and increase the standard of living.

- Water supply & treatment network
- Power station & electricity supply
- Telecommunication services
- Sewerage treatment network
- Stormwater & drainage system
- Solid waste collection & disposal

COMMUNITY FACILITIES

Improved social and recreational activities are needed to foster community cohesion and pride as well as contribute to health and wellbeing outcomes.

- Sports Oval & Gym
- Festival Grounds
- Tavern
- General Store, Butcher & Bakery
- Art Gallery
- Cemetery

HOUSING

Overcrowding and homelessness requires addressing through the improved quality and quantity of social housing that meets the needs of families and workers.

- 222 separate houses
- 20 semi- detached houses
- 6 flats or units
- 3 improvised houses
- 6 caravans

TRANSPORT NETWORK

The transport network requires upgrading to improve the accessibility to services and Traditional Homelands outside of the township.

- Sealed roads within township
- Unsealed roads outside township
- Limited foot & cycle paths
- 1,515m sealed airstrip & small terminal
- Barge ramp & jetty for sea access
- Limited street lighting within township

Source: Mornington Island Master Plan 2020.

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3.4 Local Workforce

Importance of a strong local workforce

The employment of community members was identified as a key priority for improving service delivery and enhancing socioeconomic outcomes on Mornington Island. A strong local workforce was considered by stakeholders to be essential to:

- providing direct economic benefit to individuals and families, including financial security and access to higher standards of living;
- encouraging business growth to support sustainable economic development within the community;
- promoting positive intergenerational effects and enhancing outcomes across the entire life course;
- enabling culturally safe and responsive services for the community; and
- supporting better collaboration between government, service providers and community members.

Review of local workforce capacity and capability on Mornington Island

KPMG's scope for reviewing the Mornington Island workforce was focused on identifying:

- the extent to which service providers have employed community members; and
- the enablers and barriers to workforce participation for community members.

As part of the independent audit, KPMG analysed publicly available workforce statistics and requested workforce data for each government funded program on Mornington Island. KPMG also consulted widely with community members, service providers and government funders in relation to the Mornington Island workforce. The overarching workforce findings for Mornington Island have been presented below.

A passionate workforce with limited visibility

KPMG consulted with a range of community members employed on Mornington Island who emphasised:

- their passion and commitment to delivering high quality and responsive services for their own community;
- their desire for improved access to training and employment pathways – particularly for young people;
- their aspirations for a sustainable local workforce that is capable of meeting the needs of the community.

In conducting the project, KPMG sought to estimate the current size of this local workforce and requested government agencies report on the number of community members employed through government funded programs. The results of this data collection exercise revealed that the Commonwealth and Queensland Governments have limited visibility of the extent to which government investment is contributing to employment opportunities for community members. In particular, government agencies commonly responded that local workforce information was not a mandatory reporting requirement for government funded programs. The absence of this information indicates that the Commonwealth and Queensland Governments have:

- limited understanding of the extent to which investment in services on Mornington Island are contributing to Targets 7 and 8 of the National Agreement for Closing the Gap; and
- minimal line of sight of the needs and aspirations of the local workforce.

KPMG reviewed publicly available workforce statistics in the absence of workforce data from government agencies. The statistics indicate that Mornington Island's unemployment rate has been consistently above 20% between March 2020 and June 2022. This compares with the average for Australia of 5.9%. In response to the 2021 Census, 213 people identified as being employed residents of Mornington Island. Employed persons predominantly worked in public administration and safety (31.0%), education and training (20.2%), healthcare and social assistance (9.4%) industries.

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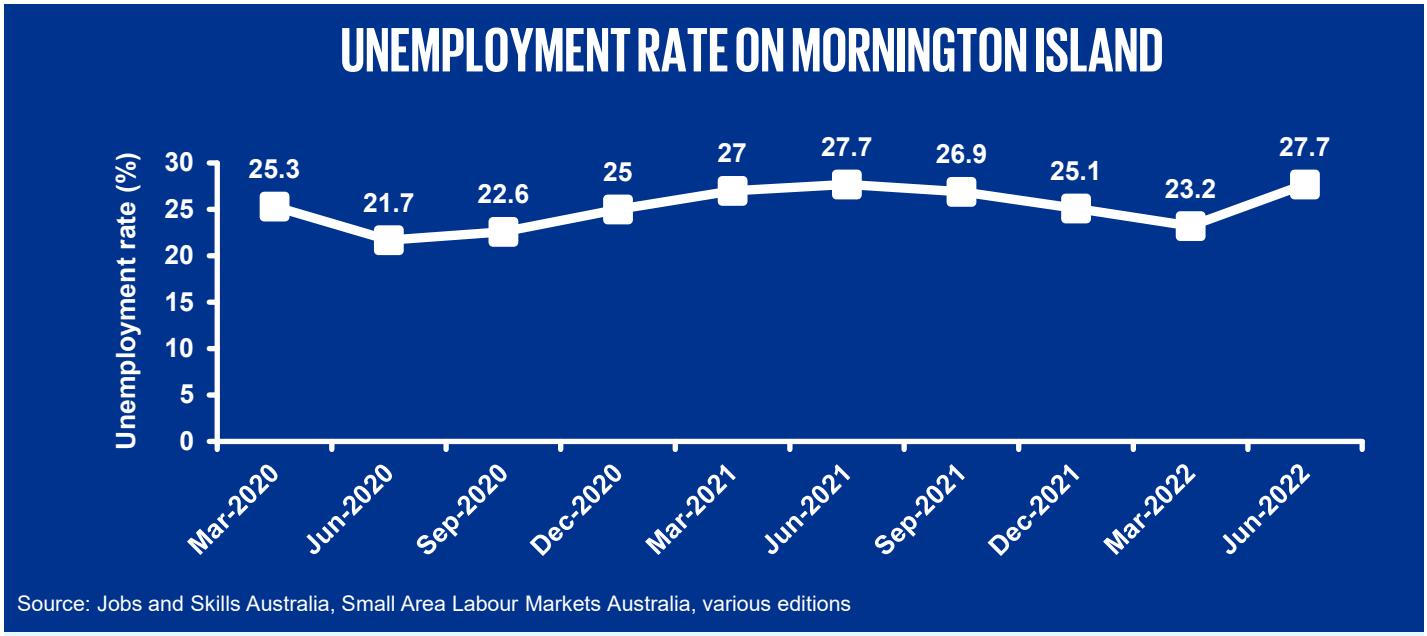
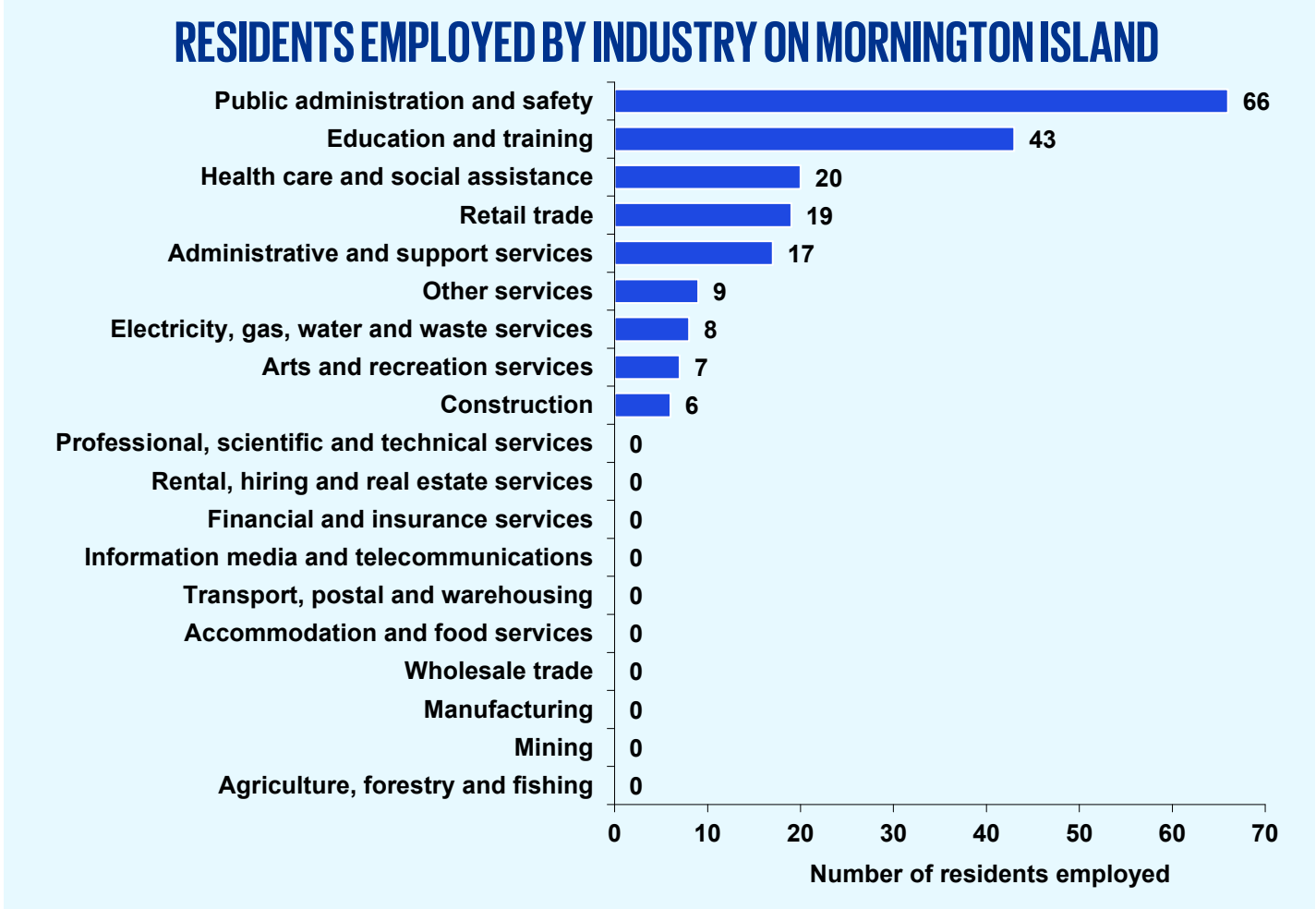
3.4 Local Workforce

Figure 124: Local workforce trends on Mornington Island





Source: Queensland Government Statistician's Office, Queensland Treasury, Queensland Regional Profiles: Resident Profile for Mornington (S) Local Government Area.

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3.4 Local Workforce

Complex barriers to workforce participation

Community members identified a range of obstacles in pursuing, gaining and maintaining employment on Mornington Island. These barriers included:

- the small number of job advertisements and the complexity of recruitment processes;
- the regulatory requirements that disproportionately impact the ability of community members to qualify for employment (see case study on **page 85**);
- the limited possibilities for developing the skills necessary for securing employment and career progression;
- the existence of bullying and institutional racism in workplace environments;
- the complex mix of historical, cultural and social dynamics that may result in preferential treatment for certain community members over others in the workforce;
- the inflexibility of employment conditions to accommodate cultural and family obligations; and
- the emotional strain and burnout experienced by community members who have experienced prolonged exposure to stressful working conditions and relentless workplace demands.

Community consultation highlighted that a more holistic and community-led approach was required to address the broad array of labour force, societal, and cultural dynamics that have impacted workforce participation. Future skilling, training and employment solutions for Mornington Island should be developed locally and supported by the community. Existing government initiatives, including the 'Back to Work – Growing Participation Fund', should also be explored to support employers and industry to build longevity and sustainability in the workforce.

> "I want children in my community to see positive behaviours and mindsets towards employment."
> **Community Member, Mornington Island.**

Strength-based enablers for building the local workforce

As part of the consultation process, community members, service providers and government agencies expressed their united commitment to delivering real change, opportunities and outcomes for the local workforce on Mornington Island. They identified a range of workforce enablers that required a genuine partnership approach to their design and implementation. These included:

- the need for joint workforce planning and reporting mechanisms to identify and create priority workforce roles, set employment targets, and monitor progress;
- the delivery of First Nations-led education, training and professional development on Mornington Island;
- the strengthening of employment pathways for young people through work experience placements, cadetships, and traineeships on Mornington Island;
- the building of cultural capability in local workplaces that encompasses awareness, knowledge, understanding and sensitivity to the Mornington Island community and their culture;
- the increased recognition of the wealth of knowledge and skills held by community members that contribute to the delivery of more effective services; and
- the expansion of flexible working arrangements and employee supports for strengthening the social and emotional wellbeing of the local workforce.

The abovementioned enablers require shared commitment and responsibility by government, service providers, and individuals. They should also be considered in the context of *Good people. Good jobs: Queensland Workforce Strategy 2022-2032* which has a strong focus on achieving workforce outcomes at the local level, including with Local Decision Making Bodies.

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3.5 Service Delivery Models

Importance of a robust service delivery models

Service delivery models were identified as a key enabler for increasing the accessibility to services on Mornington Island. Appropriate and cost-effective service delivery models were considered by stakeholders to be essential to:

- reducing the need for community members to travel long distances to access services;
- delivering reliable and responsive services to meet the holistic needs of community members; and
- providing direct benefits to the community and contributing to sustainable improvements in outcomes.

Review of service delivery models for Mornington Island

KPMG's scope for reviewing the service delivery models on Mornington Island was focused on identifying:

- the range of service delivery models that operated for Mornington Island; and
- the advantages and disadvantages of the high use of FIFO service delivery models.

KPMG analysed the service delivery models reported by government agencies during the data collection process. Consultation was also conducted widely with community members, service providers and government funders. The overarching findings for the service delivery models on Mornington Island have been presented below.

Due to data limitations, KPMG's scope of work was not inclusive of disaggregating direct and indirect costs of service provision and the different delivery models. Desktop review of literature also indicated that there was limited evidence available in relation to the effectiveness of FIFO service delivery models.

> "Given the investment in [FIFO] services and the urgency in reducing the disparity in outcomes between people in remote versus urban locations, it is surprising that so little attention has been given to assessing the effectiveness or impact of [FIFO] services." **Carey et al. BMC Health Services Research (2018) 18:476.**

A small proportion of services delivered through community-based models

As shown **Figure 125**, government investment for Mornington Island was directed towards 65 different service providers. These service providers utilised a range of different models to deliver their services, including:

- **community-based models** to deliver services by staff that were consistently based on Mornington Island;
- **FIFO models** to deliver services by staff that were intermittently based on Mornington Island;
- **virtual delivery models** to deliver services through telecommunications or other virtual means; and
- **mixed delivery models** to deliver services through a combination of community-based, FIFO and/or virtual models to deliver services on Mornington Island.

Overall, 17 of 65 service providers funded by government were identified as being community-based. The majority of other service providers utilised other service delivery models to provide services to Mornington Island. In particular, the data indicated a high reliance on FIFO workforces from the mainland for supporting the equity and accessibility of services on Mornington Island.

Figure 125: Local workforce trends on Mornington Island

Source: KPMG (2023) based on data provided by government agencies.

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3.5 Service Delivery Models

Advantages of FIFO services

Noting the remoteness of Mornington Island, stakeholders acknowledged that FIFO service delivery models had an important role in the provision of services to Mornington Island. Community members, service providers and government agencies identified a small number of advantages associated with the FIFO services. These advantages related to:

- **specialist services** – stakeholders acknowledged that FIFO delivery models were important to enabling the provision of specialist services on Mornington Island that otherwise would have required community members to travel to the mainland. This was identified particularly in the case of FIFO specialist services that were delivered to the small and remote community that was unable to support and justify establishment of permanent and community-based service delivery models;
- **workforce supply** – stakeholders noted that there was a shortage of appropriately skilled workers who lived on Mornington Island. FIFO delivery models thereby provided a mechanism to overcome workforce shortages and supply an experienced and trained workforce to Mornington Island; and
- **workforce preferences** – stakeholders observed that the FIFO delivery models catered to the preferences of certain members of the workforce that preferred to live on the mainland and travel to Mornington Island to deliver services. In particular, stakeholders acknowledged that there were limited social, recreational and community activities available to incentivise the workforce to be permanently based on Mornington Island.

Disadvantages of FIFO services

Community members identified a range of disadvantages associated with the high reliance on FIFO delivery models on Mornington Island. These disadvantages included:

- **service delivery costs** – stakeholders noted that a high proportion of government investment in FIFO services was absorbed by travel, accommodation and program administration expenses. For example, one service provider in 2021 reported that approximately 15% of its costs for delivering services in Mount Isa and across the Gulf of Carpentaria was attributable to travel, accommodation and program administration expenses. This indicated that the level of direct investment and benefit for the Mornington Island community was potentially diminished by the reliance on FIFO service delivery models;
- **coordination of services** – stakeholders reported that several FIFO services were infrequent and often not well coordinated or integrated with the community-based services. This likely contributed to the fragmentation of the service system on Mornington Island and restricted the delivery of person-centred services. This impacted the effectiveness of services in responding to the holistic needs and aspirations of the community;
- **community trust** – stakeholders highlighted the importance of building strong and trusted relationships with the community to enable the effective delivery of services. It was observed that the infrequency and potentially transactional nature of FIFO services were not conducive to developing rapport with the community. This potentially inhibited the accessibility and uptake of services by community members on Mornington Island; and
- **workforce wellbeing** – stakeholders observed the high risk of burnout for FIFO workers who travel long distances and work long hours, often without adequate peer support or supervision. This potentially impacted worker satisfaction and contributed to higher turnover and disruption in the workforce delivering services to Mornington Island.

Overall, stakeholders reported that the disadvantages of FIFO delivery models potentially outweighed their advantages for Mornington Island. Whilst stakeholders acknowledged that FIFO delivery models had a role in the provision of services to remote communities, there was a strong view that their high usage had impacted the quality, efficiency and responsiveness of services. In particular, stakeholders emphasised the critical need to review FIFO services within Building Blocks to identify the extent to which improved outcomes may be achieved through community-based models.

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3.6 Data Sharing, Monitoring and Evaluation

Importance of Data Sharing, Monitoring and Evaluation

Access to locally-relevant data to support monitoring and evaluation of government programs was a priority reform area under the National Agreement for Closing the Gap and the Local Thriving Communities Action Plan 2022–24. In the context of Mornington Island, stakeholders identified data sharing, monitoring and evaluation to be important to:

- enabling community leaders to analyse and use Mornington Island-specific data to help drive their own priorities and to inform shared decision-making with government;
- identifying and understanding the extent to which policies, programs and services have contributed to improvement in individual and community outcomes;
- informing continuous improvements in policies, programs and service delivery;
- supporting the efficient allocation of funding and resources to areas of the highest need and greatest impact on community outcomes; and
- facilitating the accountability of funders and service providers to the Mornington Island community.

Review of Data Sharing, Monitoring and Evaluation for Mornington Island

KPMG's scope for reviewing data sharing, monitoring and evaluation for Mornington Island was focused on identifying:

- the extent to which data sharing has been enabled and facilitated for Mornington Island; and
- the extent to which government programs applicable to Mornington have developed program logics and been evaluated.

This analysis was supported by reviewing the data reported by government and consulting widely with the relevant data custodians to understand the current strengths and limitations of data sharing. KPMG also captured information reported by government in relation to the number of programs which had program logics or had been evaluated.

Opportunities to improve data sharing for remote and discrete First Nations communities

In conducting this project, KPMG requested data from all three levels of government at the LGA-level for the six year period between 2017 and 2022. For Mornington Island, these data points captured information relating to:

- government agencies responsible for policies and programs;
- programs funding specific outputs and outcomes;
- providers receiving government funding to deliver services;
- investment changes over time;
- service delivery features, including target cohorts, service utilisation and workforce size; and
- community outcome measures.

The requested data covered a wide range of attributes that required inputs from various different data custodians within government, including program owners, staff in procurement, finance and human resources as well as statistical officers. Due to the remoteness of Mornington Island, data was often decentralised and held at various levels, including departmental, regional and district or reporting offices.

As part of the data collection process, KPMG worked closely with government agencies to identify and resolve data collection and attribution challenges for the programs delivered. **Figure 126** overleaf provides a summary of the common issues that government agencies encountered and ongoing activities required to support improved data sharing.

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3.6 Data Sharing, Monitoring and Evaluation

Figure 126: Observed data sharing challenges and potential opportunities for improvement

	Challenges	Opportunities for improvement
Data sharing limitations	**Data was unable to be shared by certain government agencies due to:** • data sharing and usage policies and procedures not being established between agencies and the three levels of government; • privacy concerns for individual community members; and • commercial-in-confidence issues for service providers.	**Future activities for improvement in data sharing may include:** • establishing comprehensive and robust data sharing arrangements between all three levels of government; and • working collaboratively with remote and discrete First Nations communities to identify the data points for equal access and usage.
Data quality limitations	**Data was unable to be comprehensively disaggregated and reported by certain government agencies due to:** • programs and services being predominately commissioned at state-wide or regional levels; • data reporting requirements being focused on outputs and not outcomes or measures that were relevant to the community (e.g., investment in local workforce); and • data reporting systems and process not being set at the LGA-level.	**Future activities for improvement in data sharing may include:** • increasing the level of focus on place-based commissioning of services to enable improvements in data quality; • establishing minimum data collection requirements for LGA-level information; and • updating data systems and processes to enable efficient and high quality LGA-level reporting.
Capacity constraints	**Data was unable to be reported by certain government agencies due to:** • limited resourcing to respond to 'external' or non-routine data requests; and • decentralised data requiring coordination across multiple functions in government and regional levels.	**Future activities for improvement in data sharing include:** • inter-agency collaboration to design routine and streamlined data collection processes; and • enhancing the capacity of government agencies to coordinate and report data for remote and discrete First Nations communities.
Misalignment in objectives	For certain government agencies, there was limited understanding of the value of information sharing with remote and discrete First Nations communities. This was a largely driven by a perception that certain programs and activities were not relevant to community outcomes.	Future activities for improvement include the continued need to work closely with government agencies to identify their role in improving outcomes for remote and discrete First Nations communities.

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3.6 Data Sharing, Monitoring and Evaluation

Opportunities to improve program development, monitoring and evaluation

As part of the data collection process, KPMG requested government agencies to report on whether:

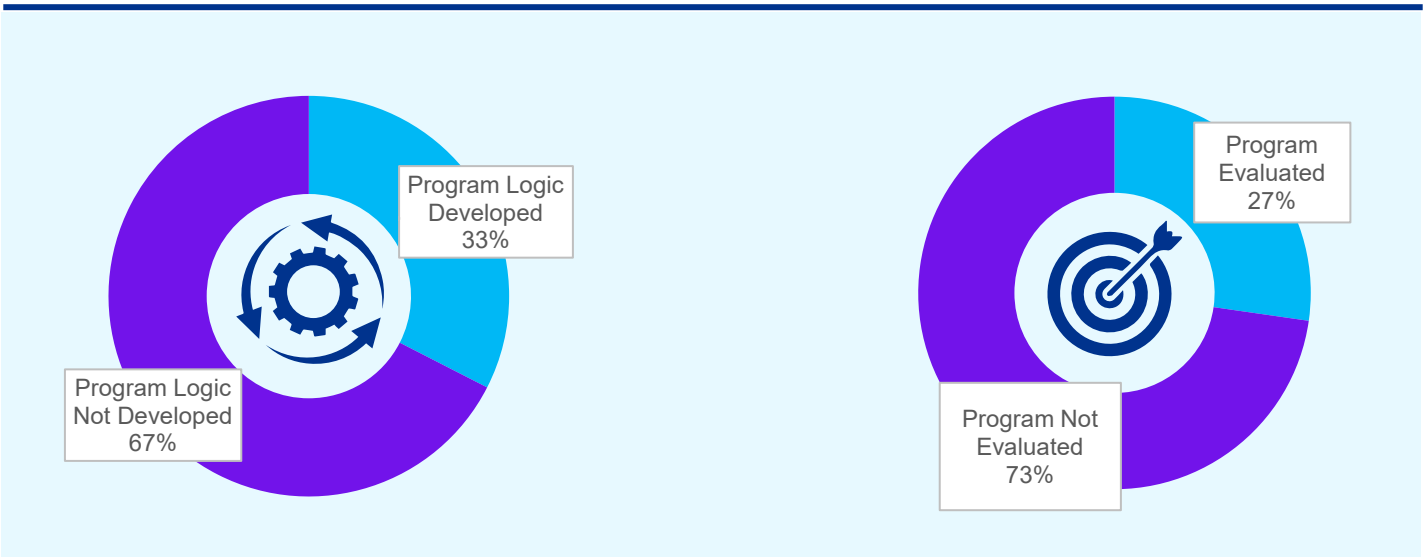
- program logics had been developed to set out the resourcing, activities, immediate impacts and long-term outcomes of government funded programs; and
- program evaluations had been conducted to assess and inform improvements in the effectiveness of policies and programs.

Figure 127 summarises the analysis from this aspect of data collection. Approximately 33% of programs reportedly had a program logic and 27% had been evaluated. This indicated the potential need for ongoing work to properly plan, monitor and evaluate the effectiveness of policies and programs. In particular, stakeholders reported the following opportunities for improvement:

- engaging with the community to determine which policies and programs will have the greatest impact on their lives and should be robustly planned and evaluated;
- co-designing program logics, monitoring and evaluation frameworks to align with the perspectives, priorities, needs and desired outcomes of the community;
- identifying and developing data indicators that are meaningful to the community and holistically measure outcomes;
- building on the capabilities, skills, knowledge and expertise of community members to participate and drive the monitoring and evaluation of programs and policies; and
- increasing the transparency of evaluation findings by regularly reporting back to community.

> "There are many Australian Government policies and programs that are designed to improve the lives of Aboriginal and Torres Strait Islander people. But after decades of developing new policies and programs and modifying existing ones, we still know very little about their impact on Aboriginal and Torres Strait Islander people, or how outcomes could be improved." **Indigenous Evaluation Strategy, Productivity Commission (p 6).**

Figure 127: Overview of potential service gaps on Mornington Island



Source: KPMG (2023) based on data provided by agencies from the Commonwealth and Queensland Governments.

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04

Recommendations

4.1 Recommendations

Key Recommendations for Reform

KPMG identified a wide range of opportunities for improvement as part of its review of government funded services delivered to Mornington Island. These opportunities for improvement have been documented in the preceding pages for each of the respective Building Blocks.

The following key recommendations have been identified by KPMG as being critical to enabling a healthy, safe and thriving community on Mornington Island. These recommendations apply to a subset of the Building Blocks and align with the priority reforms and targets under the National Agreement on Closing the Gap.

Recommendations for the entire service system

KPMG found that a range of system-wide challenges had impacted the effectiveness of service provision and limited improvements in community outcomes. These challenges were linked to the absence of consistent and shared decision-making between government and the Mornington Island community to design, develop, implement and monitor the provision of services. In particular, KPMG identified the need for government to work in genuine partnership with the Mornington Island community to prioritise and accelerate the place-based reform of services and the enabling infrastructure.

The following recommendations aligned with the four priority reform areas under the National Agreement on Closing the Gap and were determined to be central to changing the way in which governments works with the Mornington Island community to enable improvements across the entire service system.

1. **The Commonwealth Government and Queensland Government in line with the Local Thriving Communities reform agenda should continue to work in partnership with the Mornington Island community to establish an adequately funded and resourced Local Decision Making Body that aligns with the following considerations:**
    - **the incorporation of the existing strengths of the Mornington Shire Council and cultural leadership within community;**
    - **the required representation of community voice across the different cultural and family groups;**
    - **the establishment of integrity principles to facilitate effective management of probity and conflict of interest matters; and**
    - **the creation of strong accountability mechanisms to ensure transparency in the monitoring, reporting and ongoing evaluation of decision-making.**

    Refer to Appendix A of this report for a blue print outlining the potential approach for sharing decision-making in relation to the design, delivery, and monitoring of government services.
2. **The development of a Community Engagement and Co-design Framework that meets the unique needs of Mornington Island and enables their effective involvement in service design and review.**
3. **The Commonwealth and Queensland Governments continue to advance the person-centred and place-based design and delivery of services to Mornington Island.**
4. **The review of FIFO services within the Building Blocks to identify the extent to which improved outcomes may be achieved through community-based models.**
5. **The Commonwealth Government and Queensland Government agree on data sharing and reporting principles to enable increased transparency and accountability of investment and service delivery.**
6. **The development of a Monitoring and Evaluation Framework that incorporates measurable and meaningful indicators of life outcomes.**
7. **The review of capital investment priorities in accordance with the work being undertaken by the Mornington Shire Council as part of its Master Plan 2020.**

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4.1 Recommendations

Recommendations for learning and training outcomes

KPMG found that the model of learning and training on Mornington Island required collaborative action between government, service providers and community to enable children and young people to reach their full potential. In particular, KPMG identified that children and young people required further support at critical stages of their education to improve engagement and develop the skills to participate fully in society.

The following recommendations aligned with the targets under the National Agreement on Closing the Gap in relation to improving learning and training outcomes on Mornington Island.

8. **The co-design of a seamless model of learning and training in genuine partnership with community, education and training providers, and employers. The model should establish clear pathways from early childhood, to school, higher education and employment.**
9. **The delivery of a Feasibility Study for the expansion of place-based vocational education and training on Mornington Island.**

Recommendations for employment and economic growth

KPMG found that the workforce and economic growth opportunities on Mornington Island had not been fully realised for the community. In particular, KPMG observed low workforce participation rates and low growth in business and industry. This signalled the need for further investment in the unique knowledge, skills, strengths and aspirations of the community.

The following recommendations aligned with the targets under the National Agreement on Closing the Gap in relation to improving employment and economic outcomes on Mornington Island.

10. **The development of a Workforce Plan that comprehensively maps the size, skills and capabilities of the local workforce and sets strategies and targets for increasing employment.**
11. **The development of an Economic Development Plan that identifies opportunities for economic growth and job creation.**

Recommendations for housing outcomes

KPMG found that social housing dwellings and services were not meeting the needs of the Mornington Island community. Community members reported high levels of overcrowding and suboptimal living conditions in the context of a growing waitlist for social housing allocations. Noting the importance of access to safe, secure and affordable housing to broader life outcomes, this demonstrated a strong need to prioritise improvements to housing on Mornington Island.

Whilst infrastructure was not within KPMG's scope, the following recommendation aligned with the targets under the National Agreement on Closing the Gap in relation to improving housing outcomes on Mornington Island.

12. **The review of social housing development priorities in line with the work being undertaken by the Mornington Shire Council as part of its Master Plan 2020.**

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4.1 Recommendations

Recommendations for health and wellbeing improvements

KPMG found that critical areas of the health system were not meeting the holistic needs of the Mornington Island community. In particular, stakeholders reported the ongoing need to address low health literacy and better support community members to manage and improve their own health. It was also observed that the continuum of care between service providers was challenging to navigate and impacted by gaps in supports for mental health and wellbeing.

The following aligned with the targets under the National Agreement on Closing the Gap in relation to improving health and wellbeing outcomes across the entire life course on Mornington Island.

13. **The co-design of health promotion and literacy activities to equip community members with the skills and knowledge to manage their own health.**
14. **The development of shared Models of Care to better integrate the care provided across the primary, secondary and tertiary health sectors to ensure community members can seamlessly navigate and access supports required to improve their health and wellbeing.**
15. **The review of mental health services on Mornington Island to identify current capacity constraints, key issues, and gaps in the stepped care model.**

Recommendations for improving recreation and strengthening connection to culture

KPMG found that the sustainability of recreation and cultural services on Mornington Island had been limited by the short-term, grant-based funding mechanisms. This inhibited the fostering of community cohesion, pride and connection to culture.

The following recommendations were aligned with the targets under the National Agreement on Closing the Gap in relation to improving recreation and cultural outcomes on Mornington Island.

16. **Reviewing government policy and grant-based funding mechanisms for sustained delivery of recreational and cultural programs in remote areas such as Mornington Island to ensure stability of service provision.**
17. **The co-design of cultural activities and initiatives on the Traditional Homelands to strengthen connection to traditional languages, arts and practices.**

Recommendations for child, family and community safety recommendations

KPMG found that community members were disproportionately affected by safety concerns and experiences of violence. This had impacted on quality of life and the capacity to be involved in the community in a positive way. Building upon the Community Safety Plan, KPMG identified the need for targeted strategies to improve the safety of children, young people and families in the community.

The following recommendation aligned with the targets under the National Agreement on Closing the Gap in relation to to improving child, family and community safety outcomes on Mornington Island.

18. **The development of a local Action Plan targeted at the prevention, early intervention and coordinated response to child harm and domestic and family violence.**

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4.1 Recommendations

Recommendations for the functioning of Local Government

KPMG found that the functioning of the Mornington Shire Council and its ability to materially improve community outcomes was inhibited by financial sustainability challenges. This signalled the need to develop new approaches to support the operational efficiency and capability of the Mornington Shire Council to deliver its own services and work in genuine partnership with the Commonwealth and Queensland Governments.

The following recommendations aligned with the four priority reform areas under the National Agreement on Closing the Gap and were determined to be central to strengthening the capacity of the Mornington Shire Council to work with the Commonwealth Government and Queensland Government to accelerate improvements in the lives of community members.

19. **The review of methodologies for grant-based operational funding to ensure the equitable treatment of Local Councils which have disproportionately lower outcomes.**
20. **The Commonwealth and Queensland Government agencies strengthening their partnerships with the Mornington Shire Council to enable their increased role in the design, delivery and monitoring of government funded policies and services.**

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Appendix A

Blue Print for Reform

Blue Print for Reform

Blue Print for reforming the way government works with community

The diagram below provides a high-level summary for reframing the way in which government works with First Nations communities. The Blue Print is focused on enabling Local Decision Making Bodies to share decisions with government about the design, delivery, and effectiveness of government services. Further detail about the Blue Print can be found on the next page.

Figure 128: Blue Print for Reform

Source: KPMG (2023)

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Blue Print for Reform

Blue Print for reforming the way government works with community

Figure 129: Activities and success factors for Blue Print for Reform

	Activities	Success Factors
1. Pre-Program Design	• Identification of community need and aspirations • Review community and government priorities • Assessment of service provision to determine gaps or ineffective delivery of service	• Mechanisms to enable community members and Local Decision Making Bodies to elevate needs and aspirations • Availability of data and information pertaining to community need • Transparency of government priorities • Comprehensive service and investment mapping
2. Program Design	• Co-design of scope and parameters of program • Develop resourcing requirements and model of delivery • Identify output and outcome measures • Develop accountability mechanisms for service provision • Estimate cost of delivery	• Extensive community engagement as guided by a Community Engagement and Co-design Framework • Development of a Monitoring and Evaluation Framework • Strong governance arrangements
3. Program Commissioning	• Develop transparent assessment criteria that align with community and government priorities • Joint decision-making on preferred supplier(s) • Distribution of procurement costs (as appropriate)	• Shared decision-making authority • Process for resolving disagreement on preferred supplier that provides equal weighting to Local Decision Making Body and government
4. Program Delivery	• Manage the contract and delivery of services • Ensure compliance with required activities, outputs and outcomes	• Established roles and responsibilities for contract management and oversight • Regular touch points with supplier, Local Decision Making Body and government to discuss service delivery
5. Program Monitoring & Evaluation	• Monitor progress of service delivery and identify ongoing opportunities for service improvement • Evaluate appropriateness, equity, efficiency, effectiveness, value for money and/or sustainability	• Participatory evaluation approach that incorporates the perspectives of community members • Availability of data and information pertaining to community need • Established data sharing arrangements

Source: KPMG (2023).

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