

Gold Coast 2018 Commonwealth Games Reconciliation Action Plan Evaluation Report



Office of the Commonwealth Games
Department of Innovation, Tourism Industry
Development and the Commonwealth Games



Acknowledgements

The Cultural and Indigenous Research Centre Australia (CIRCA) wishes to acknowledge Aboriginal and Torres Strait Islander peoples as the traditional owners of Australia and custodians of the oldest continuous culture in the world and pay respects to Elders past and present.

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Cover photo: Yugambeh descendant Luther Cora was among the Aboriginal and Torres Strait Islander performers at the Gold Coast 2018 Commonwealth Games Opening Ceremony. Photo by Hagen Hopkins, Getty Images.



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Executive summary

Introduction

The Gold Coast 2018 Commonwealth Games' (GC2018 or Games) vision for reconciliation was to deliver a major sporting event that recognised, respected and celebrated Aboriginal and Torres Strait Islander peoples and cultures. It was envisaged that GC2018 would leave a lasting and meaningful legacy for Aboriginal and Torres Strait Islander peoples through: increased procurement opportunities; increased employment and training opportunities; increased participation in healthy active lifestyle initiatives; increased awareness of Aboriginal and Torres Strait Islander languages, cultures and histories; and improved connections with Aboriginal and Torres Strait Islander communities.

In order to achieve these commitments a decision was made to develop and implement a Reconciliation Action Plan (RAP). The development of the RAP was identified as a meaningful opportunity to embed Aboriginal and Torres Strait Islander participation within GC2018 event planning and delivery.

This was a complex undertaking as it was the first RAP developed for a major event and where more than one organisation was responsible for its implementation – the organising committee, the Gold Coast 2018 Commonwealth Games Corporation (GOLDOC), and the Queensland Government, led through the Office of the Commonwealth Games (OCG). It was also an Elevate RAP, the most comprehensive of the four types of RAPs offered by Reconciliation Australia which typically takes organisations many years to reach. An Elevate RAP demonstrates leadership in reconciliation.

This report presents the findings of the evaluation of the GC2018 RAP. This evaluation was independently carried out between November 2017 and July 2018 and involved the development of an evaluation plan and framework through a collaborative approach, consultations with Aboriginal and Torres Strait Islander communities and over 70 stakeholders involved in developing and implementing the RAP, and a review of reporting data. The report identifies key achievements of the RAP and key challenges and learnings for the future development and implementation of similar RAPs.

RAP achievements

The findings of this evaluation suggest that the key commitments of the GC2018 RAP were achieved and the evaluation has demonstrated evidence of a range of positive outcomes resulting from these achievements. It is highly likely that many of these achievements would not have occurred without the existence of the RAP.

The process of developing the RAP and the existence of the RAP itself brought together and mobilised a diverse range of partners to provide a specific focus on promoting awareness of and opportunities for Aboriginal and Torres Strait Islander peoples during the lead-up to and delivery of the Games. This was the first RAP of its kind for a major event and one that required leadership and action from several organisations to succeed. Within this challenging context, the RAP partners were largely successful in achieving their goals. The key RAP achievements are summarised below under the RAP's five key commitments.

Increased procurement opportunities for Aboriginal and Torres Strait Islander businesses

The evaluation found that the RAP had led to an increase in procurement opportunities for Aboriginal and Torres Strait Islander businesses. Reporting from OCG and GOLDOC demonstrated that the GC2018 RAP had generated more than \$14 million in contracts and other additional revenue for Aboriginal and Torres Strait Islander businesses. Consultations with Indigenous business owners highlighted how they had benefited from procurement opportunities in the lead-up to and during the Games.

A range of strategies and initiatives were undertaken by GOLDOC and OCG to support Indigenous businesses throughout the procurement and tendering process, and to increase their capability and skills to benefit from GC2018 opportunities and other opportunities in the future. These included the Creating Tracks program attended by over 160 Aboriginal and Torres Strait Islander businesses, Indigenous Tendering Workshop – Labour Hire, and Meet the Buyer workshops.

These initiatives involved mentoring opportunities and platforms for Indigenous businesses to meet with prime contractors to showcase their businesses and capabilities and receive support on key contractual priorities. The evaluation found that these initiatives had created opportunities for Aboriginal and Torres Strait Islander businesses.

For example, 17 Aboriginal and Torres Strait Islander businesses engaged in Creating Tracks secured contracts through GC2018 and 13 of these businesses participated in the Meeanjin Markets during the Games - a platform for Aboriginal and Torres Strait Islander arts, culture, tourism, hospitality and other businesses to put in to practice the knowledge and skills acquired under Creating Tracks. Indigenous business owners also reported increased capability to benefit from opportunities in the future as a result of the programs and initiatives provided through these strategies and initiatives.

However, the evaluation also identified a number of challenges faced by Indigenous business owners in securing procurement opportunities through GC2018. These challenges often related to the capacity of businesses to respond to large and complex tender processes.

Increased employment and training for Aboriginal and Torres Strait Islander peoples

This evaluation found that there were increased employment and training for Aboriginal and Torres Strait Islander peoples. Consultations and reporting demonstrated that employment and training opportunities for over 800 Aboriginal and Torres Strait Islander peoples were successfully achieved through GC2018. These were provided through a range of prime contractors and their sub-contractors, local councils, and other companies.

Key activities aimed at training and upskilling Aboriginal and Torres Strait Islander peoples included Creating Tracks and Grocon's Small Business Development Program. Furthermore, the Indigenous Volunteer Support Program successfully supported 28 Aboriginal and Torres Strait Islander peoples from across Queensland to participate in GC2018.

Stakeholders reported that some employment and training opportunities have led to longer-term prospects for Aboriginal and Torres Strait Islander peoples, for example, in the construction and hospitality industries.

Indigenous employment targets of five per cent were set in the RAP for OCG and GOLDOC. In addition to four Aboriginal and Torres Strait Islander staff members comprising OCG's Aboriginal and Torres Strait Islander Programs team, OCG's Aboriginal and Torres Strait Islander workforce increased by one Indigenous intern in the lead-up to and during GC2018.

This was broadly in line with OCG's employment target, with the OCG workforce averaging around 90 staff in the lead-up to the Games.

GOLDOC's RAP delivery contributed to the employment of 29 paid staff, 13 trainee placements and three internship opportunities for Aboriginal and Torres Strait Islander peoples. Stakeholders acknowledged the efforts from GOLDOC as well as the challenges faced, while suggesting other approaches which could have further supported GOLDOC's strategy for achieving employment and training targets.

Increased Aboriginal and Torres Strait Islander participation in healthy active lifestyle initiatives

Key partners reported that a range of community and school-based initiatives which increased Aboriginal and Torres Strait Islander peoples' participation in sporting activities and healthy lifestyle choices were successfully delivered in the run-up to, during and post GC2018.

RAP-specific initiatives included a Diabetes Queensland's prevention project targeted at Aboriginal and Torres Strait Islander adolescents and the Institute for Urban Indigenous Health's Deadly Choices Commonwealth Games Sports program that provided an opportunity for young and older Aboriginal and Torres Strait Islander peoples to participate in sporting activities and traditional games. In addition to the RAP-specific initiatives, 13 non-government organisations (NGO) and other organisations delivered programs under OCG's Embracing 2018 Healthy and Active Program. Stakeholders reported successful uptake of these activities.

Improved connections with Aboriginal and Torres Strait Islander communities

A range of RAP activities were successfully undertaken to connect and engage with Aboriginal and Torres Strait Islander communities in GC2018. For example, leading up to and during GC2018, GOLDOC developed and collaborated with two consultation groups, the Yugambah Elders Advisory Group and the Indigenous Working Group. These groups were pivotal in providing support, feedback and cultural guidance to the delivery of the RAP.

OCG carried out a number of community consultations throughout Queensland in the lead-up to the Games. Significant consultation was also undertaken with the wider Indigenous community for Aboriginal and Torres Strait Islander participation in the Opening Ceremony, Festival 2018 and other activities.

As part of the GC2018 Official Ambassadors program, GOLDOC appointed five Aboriginal and Torres Strait Islander Ambassadors – Patty Mills, Cathy Freeman, Shantelle Thompson, Taliqua Clancy and Brooke Peris. The ambassadors helped to build an international media profile for GC2018 and contributed to the cultural, community and reconciliation focus of GC2018.

An enduring reconciliation legacy of the GC2018 RAP is the Reconciliation in Queensland Schools (RIQS) initiative. Over 48 schools throughout Queensland received funding to promote cultural understanding and respect for Aboriginal and Torres Strait Islander cultures. Furthermore, the GC2018 RAP inspired increased recognition and participation in events relating to National Reconciliation Week (NRW) and NAIDOC week for partner organisations.

Some stakeholders reported supporting staff to participate in NRW and NAIDOC week events for the first time and embedding ongoing, annual activities within the organisation that recognise and celebrate dates of significance.



Photo: Carole Margand Photography

Increased awareness of Aboriginal and Torres Strait Islander languages, cultures and histories

A range of activities were successfully undertaken by OCG, GOLDOC and partner organisations to increase awareness of Aboriginal and Torres Strait Islander languages, cultures and histories. GC2018 provided an international platform to recognise, celebrate and respect the traditions and the unique position of Aboriginal and Torres Strait Islander peoples as the Traditional Custodians of Australia.

Activities that took place at the organisational levels included: cultural awareness training for OCG and GOLDOC staff to improve cultural capability; activities to promote cultural protocol throughout GC2018 functions and activities including development of Acknowledgement of Country and Welcome to Country guidelines and processes; Welcome to Country/ Acknowledgement of Traditional Owners held at all major GC2018 events and public meetings; promotion of Word of the Week in traditional Yugambeh language; renaming of OCG and GOLDOC common spaces/meetings rooms to incorporate Yugambeh names.

The Opening Ceremony and Festival 2018 showcased Aboriginal and Torres Strait Islander languages, cultures and histories throughout the programs. The design of the Queen's Baton was inspired by local Aboriginal culture, and Yugambeh Elders Ted Williams and Patricia O'Connor participated in the GC2018 Queen's

Baton Relay launch at Buckingham Palace alongside Her Majesty The Queen. The GC2018 victory and commemorative medals were designed by Aboriginal artist, Delvene Cockatoo-Collins.

Yugambeh Elders Advisory Group and Indigenous Working Group members reported that their interactions with GOLDOC and OCG staff were respectful and culturally appropriate and their participation in the GC2018 RAP and GC2018 more broadly was important and welcomed.

Cultural awareness training for GOLDOC and OCG staff was well received and recognised as having increased knowledge and understanding of Aboriginal and Torres Strait Islander cultures and of working effectively with Aboriginal and Torres Strait Islander communities.

Stakeholders reported that having teams within OCG and GOLDOC dedicated to supporting the implementation of the RAP across partner organisations was key to the RAP's success. The OCG Aboriginal and Torres Strait Islander Programs team, comprising four Aboriginal and Torres Strait Islander team members, was commended for their commitment to facilitating RAP-related opportunities for Aboriginal and Torres Strait Islander peoples.

In 2018, OCG and GOLDOC were awarded the Premier's Reconciliation Award for delivering the GC2018 Reconciliation Action Plan.

Challenges and key learnings

As highlighted in the RAP Achievements section, a RAP of this nature, scale and complexity had never been developed previously and this was an ambitious and commendable undertaking for the partners involved with no precedent on which they could draw.

The challenges and learnings below should be read as lessons learned to inform the development and implementation of similar RAPs in the future.

Development and planning

Many stakeholders commented that the GC2018 RAP should have ideally been planned for and developed earlier in the GC2018 planning process to allow more time and opportunity to engage relevant partners and stakeholders, develop governance and accountability arrangements, secure sufficient resources as well as establish monitoring and reporting processes from the outset. Earlier development and planning may also have increased procurement, employment, training and volunteering opportunities for Aboriginal and Torres Strait Islander peoples. It is important to note though that a significant amount of work was already underway in RAP partner organisations prior to formal approval of the RAP with some early successes in these areas.

Senior level commitment and accountability

It was an ambitious goal to bring together so many organisations to implement the GC2018 RAP, in a short timeframe and with ambitious objectives. Overall, many stakeholders commented that RAP initiatives had been most successful where there had been engagement and support from senior management within organisations and where there was effective accountability and sufficient commitment around the implementation of RAP actions.

Stakeholders reported that this was the case within GC2018 RAP partner organisations (OCG and GOLDOC) but was not always present in other organisations where responsibility for delivering RAP activities was a voluntary commitment. Challenges in monitoring and reporting were also faced with limited processes in place for the other organisations to report on progress of activities they were responsible for within the RAP.

Innovation and driving change

As the first ever RAP developed for a major event, the implementation of the GC2018 RAP represents substantial innovation. Some of the key successes of the GC2018 RAP were new, innovative initiatives that are likely to have created lasting legacies for reconciliation and for Aboriginal and Torres Strait Islander communities. Examples of these highlighted in the report include the Creating Tracks program, the Meeanjin Markets, Reconciliation in Queensland Schools initiative and the Skylore project.

The unique commitment to a RAP for this major event enabled activities to be undertaken that may not have otherwise been considered or have been possible. Some stakeholders who were consulted as part of the evaluation felt even more could have been achieved in creating new initiatives to drive change for Aboriginal and Torres Strait Islander communities. Learning from the achievements, they identified an opportunity for future similar RAPs to have a greater focus on new and innovative initiatives.

Resourcing

Stakeholders highlighted the importance of having dedicated financial and human resources allocated to achieving activities in the RAP. This allowed for the successful implementation of specific strategies or initiatives as well as the coordination, monitoring and reporting on progress of the RAP.





Photo: Getty Images

Awareness raising and engagement with Aboriginal and Torres Strait Islander communities

Stakeholders identified some key achievements of the GC2018 RAP in how partners had engaged with Aboriginal and Torres Strait Islander communities. In particular, the involvement of the Yugambah Elders Advisory Group and the creation and involvement of the Indigenous Working Group were seen as key successes of the GC2018 RAP.

However, there were lower levels of awareness of the RAP among some Traditional Owner groups and their communities, particularly outside of the Gold Coast and in the event cities Brisbane, Cairns and Townsville.

Although efforts were taken to engage these groups in the development and implementation of the RAP, this had not always been possible, particularly within the timeframes partners were working towards.

Identifying further opportunities to engage communities in the RAP process and to raise awareness of the RAP would be an important consideration for the development of similar RAP processes in the future.

Conclusion

This evaluation has found that the majority of the key activities outlined in the RAP were implemented and that this has resulted in a range of positive outcomes for Aboriginal and Torres Strait Islander communities. The process of developing the RAP and the existence of the RAP itself brought together and mobilised a diverse range of partners to provide a specific focus on promoting awareness of and opportunities for Aboriginal and Torres Strait Islander peoples during the lead-up to and delivery of GC2018.

The success of the GC2018 RAP will also be determined by the long-term legacy it has delivered for Aboriginal and Torres Strait Islander peoples and cultures.

The evaluation has found that all of the five key commitments of the RAP were achieved and that this will no doubt create lasting legacies for Aboriginal and Torres Strait Islander peoples and for reconciliation. The successes this evaluation has reported on highlight the benefits that can be achieved through the implementation of a RAP for a major event, and should encourage other events and organisations to also explore implementing a RAP.



1. Introduction

From 4 – 15 April 2018 the Gold Coast 2018 Commonwealth Games (GC2018 or Games) were held on the Gold Coast with events also taking place in Brisbane, Cairns and Townsville. Seventy-one Commonwealth nations and territories participated in GC2018, the largest international multisport event ever hosted on the Gold Coast and the largest event to be held in Australia this decade.

The Embracing 2018 Legacy Program was developed to ensure that there is a lasting legacy from GC2018 and this includes a legacy for Aboriginal and Torres Strait Islander peoples on the Gold Coast and across Queensland.

To help achieve this legacy for Aboriginal and Torres Strait Islander peoples, the Queensland Government and GOLDDOC developed the GC2018 Reconciliation Action Plan (RAP). RAPs can be developed by any organisation to realise their vision for reconciliation. They are practical plans of action built around the themes of relationships, respect and opportunities and aim to create social change and economic opportunities for Aboriginal and Torres Strait Islander Australians.

In October 2017, the Queensland Government contracted the Cultural and Indigenous Research Centre Australia (CIRCA) to carry out an evaluation of the GC2018 RAP. The aim of the evaluation is to inform the Queensland Government and GC2018 partners about the extent to which the outcomes of the RAP have been achieved and explore the outcomes of the RAP for Aboriginal and Torres Strait Islander peoples and the broader community.

The key objective of the evaluation is to provide a robust, comprehensive evaluation of the GC2018 RAP achievements, challenges and learnings which can be applied to similar RAPs or events in the future.

2. Context

The organising committee for the Games, GOLDOC, was established on 1 January 2012 under the Commonwealth Games Arrangements Act 2011 as a statutory body. Its purpose was to plan, organise and deliver the Commonwealth Games under the direction of a Board, in conjunction with the Commonwealth Games Federation (CGF), Commonwealth Games Australia (CGA), the City of Gold Coast (CoGC), OCG and the Australian Government – collectively known as the ‘Games Partners’.

GOLDOC’s vision was to stage a great Games in a great city, leaving great memories and great benefits for all. Its objectives for delivering GC2018 were to:

- Attract the best athletes to compete in a technically excellent, world class, fun and friendly Commonwealth Games
- Launch the Commonwealth Games into a new decade with an inspiring, memorable and landmark event
- Help our partners make the most of the opportunities presented by the Games
- Engage and harness the enthusiasm of our communities
- Contribute to economic growth by working with our partners to promote Queensland tourism, trade and investment
- Present the Games in a creative way that will encourage comprehensive and positive exposure and support.

By Games-time, the GOLDOC team comprised approximately 1,800 staff across 47 functional areas, 15,000 volunteers and over 35,000 contractors. GOLDOC’s offices and the entirety of its workforce were based on the Gold Coast, except during the operational preparation and delivery of GC2018 where teams were located at each of the venues, including those in Brisbane, Cairns and Townsville.

As part of the workforce, GOLDOC formed a dedicated internal RAP team to drive planning and operational activities which included a staff member who was seconded from Reconciliation Australia. In addition to the RAP, this team also managed a number of other related components of GC2018 delivery.

The Queensland Government’s objectives for hosting GC2018 were to:

- Demonstrate Queensland’s ability to stage a successful, inspiring and memorable international event
- Leverage GC2018 to drive economic benefits and develop local business and workforce capability
- Maximise long-term community, sport and health benefits from GC2018
- Strengthen Queensland as Australia’s premier tourism destination.

To ensure these objectives were achieved, the Office of the Commonwealth Games (OCG) was established on 1 January 2012.

OCG was responsible for:

- Oversight of the whole of Government budget and contractual and legislative obligations and coordination of GC2018
- Oversight and monitoring of the Embracing 2018 Legacy Program for GC2018, including the GC2018 RAP
- Oversight of the Festival 2018 arts and cultural program across all Festival 2018 delivery partners
- Development and implementation of the State Protocol Plan, Event Cities Operations and Readiness Planning.

Within OCG, a dedicated Aboriginal and Torres Strait Islander Programs team, consisting of all Indigenous staff members, was established to lead the Queensland Government’s role in the GC2018 RAP and drive the legacy benefits for Aboriginal and Torres Strait Islander peoples and communities in Queensland. The team was responsible for coordinating partner agencies delivering RAP activities, providing key support/source of advice for OCG and Games Partner activities, and monitoring the delivery of RAP activities by local, state and federal governments.



3. GC2018 Reconciliation Action Plan

The GC2018 vision for reconciliation was to deliver a great Games that would recognise, respect and celebrate Aboriginal and Torres Strait Islander peoples and cultures.

It is hoped that GC2018 will leave a lasting and meaningful legacy through: employment and training; procurement; showcasing Aboriginal and Torres Strait Islander arts and cultures; building a culturally capable workforce and providing authentic Aboriginal and Torres Strait Islander cultural experiences for GC2018 and beyond.

The GC2018 journey towards reconciliation required the efforts of numerous agencies, human resources, businesses, governments and key stakeholders to work collaboratively to successfully deliver a great Games for the Gold Coast and the Commonwealth.

Reconciliation Australia identifies four types of RAPs: Reflect RAP (scoping reconciliation); Innovate RAP (implementing reconciliation); Stretch RAP (embedding reconciliation); and Elevate RAP (leadership in reconciliation). The Elevate RAP is considered as the top tier which demonstrates a high level of commitment to advancing reconciliation and achieving measurable outcomes.

GOLDOC and OCG identified with the Elevate RAP due to the scale of the project and the need to ensure maximum impact in a limited timeframe.

As the first of its kind for a major event and for a Commonwealth Games, the GC2018 RAP¹ provided a unique opportunity to:

- Embed Aboriginal and Torres Strait Islander participation within GC2018 event planning and delivery
- Educate and promote Aboriginal and Torres Strait Islander awareness to a large and diverse group of stakeholders who will experience GC2018
- Recognise Aboriginal and Torres Strait Islander cultures and respect the Traditional Custodians of the cities of Gold Coast, Brisbane, Cairns and Townsville where GC2018 events were held
- Celebrate the extensive Aboriginal and Torres Strait Islander heritage and cultures of the Gold Coast, Queensland, Australia
- Leverage economic and social benefits for Aboriginal and Torres Strait Islander peoples.

The GC2018 RAP also demonstrated a unique opportunity and a guiding framework for other Commonwealth Games host nations to show leadership towards reconciliation with their First Peoples. It was also the first RAP undertaken in partnership with two organisations – GOLDOC and OCG.

¹ Other agencies include Public Safety Business Agency, Queensland Police Service, OFS DOH, TEQ as per RAP Implementation Team agency reports.

Key commitments

Together with Games Partners, the GC2018 RAP aimed to deliver on the following five key commitments:

1. Increased procurement opportunities for Aboriginal and Torres Strait Islander businesses including:

- Real procurement opportunities for Aboriginal and Torres Strait Islander businesses during the lead-up to, during and post GC2018
- Increased capacity and skills for Aboriginal and Torres Strait Islander businesses for future opportunities
- Aboriginal and Torres Strait Islander business development to secure procurement opportunities
- Promotion of Aboriginal and Torres Strait Islander tourism.

2. Increased employment and training for Aboriginal and Torres Strait Islander peoples including:

- Initiatives to train and upskill Aboriginal and Torres Strait Islander peoples
- Increased and ongoing employment opportunities after the Games.

3. Increased Aboriginal and Torres Strait Islander participation in healthy and active lifestyle initiatives including:

- Community and school-based initiatives which increase Aboriginal and Torres Strait Islander peoples' participation in sporting activities and healthy lifestyle choices
- Healthy and active lifestyle programs.

4. Increased awareness of Aboriginal and Torres Strait Islander languages, cultures and histories, including:

- Celebrating the extensive Aboriginal and Torres Strait Islander heritage and cultures of the Gold Coast, Queensland and Australia
- Recognising Aboriginal and Torres Strait Islander cultures and protocols.
- Respecting the Traditional Custodians of the land, the Yugambeh Language Group People of the Gold Coast and Traditional Custodians of the cities of Brisbane, Cairns and Townsville where GC2018 events were held.
- Showcasing Aboriginal and Torres Strait Islander culture, art and languages, including:
 - i. Cultural awareness training
 - ii. Cultural celebrations such as National Reconciliation Week and NAIDOC.

5. Improved connections with Aboriginal and Torres Strait Islander communities through:

- Strong positive relationships with Aboriginal and Torres Strait Islander peoples, communities and organisations by supporting GC2018 RAP programs and initiatives including:
 - i. Community information sessions
 - ii. Online and digital information
 - iii. RAP Newsletter.



The legacy of the GC2018 RAP

The success of GC2018 will be determined by the long-term legacy the event has delivered. It was hoped that the GC2018 RAP would ensure Aboriginal and Torres Strait Islander peoples were provided with meaningful opportunities to participate in GC2018, extending beyond the traditional inclusion of culture within the Opening Ceremonies, and contributing towards a positive lasting legacy for Aboriginal and Torres Strait Islander peoples.

Government coordination

The GC2018 RAP Implementation Team was established by OCG as a formal working party in September 2015, to consult with government agencies engaged in GC2018 activities, and other agencies that can support the development and delivery of complementary initiatives as part of the RAP.

The GC2018 RAP Implementation Team comprised the following stakeholders:

- Aboriginal and Torres Strait Islander Programs team, OCG, DITID
- Arts Queensland
- City of Gold Coast
- Department of Aboriginal and Torres Strait Islander Partnerships
- Department of Education and Training
- Department of National Parks, Sport and Racing (functions are now part of the Department of Environment and Science and the Department of Housing and Public Works)
- Department of State Development
- Gold Coast 2018 Commonwealth Games Corporation

- Office for Sport, Department of Health (Australian Government)
- Queensland Health
- State Library of Queensland
- Tourism and Events Queensland

In addition to the GC2018 RAP Implementation Team, OCG coordinated local governments' responses across the Gold Coast, Brisbane, Cairns and Townsville and approached all Queensland Government departments to identify actions to support the GC2018 RAP.

The intention to coordinate the Queensland Government and local government contributions was to:

- Identify complementary funding and support programs that can enhance the success of outcomes delivered by GOLDOC.
- Identify existing GC2018 programs that will be delivered as part of the event to embed economic and social outcomes for Aboriginal and Torres Strait Islander peoples.
- Identify new programs or opportunities that could be leveraged off GC2018.
- Identify programs and opportunities for all Aboriginal and Torres Strait Islander peoples and communities in Queensland to be included and/or engaged in GC2018.

State-wide engagement

OCG was also responsible for leading community engagement across Queensland with Aboriginal and Torres Strait Islander communities to raise awareness of the GC2018 RAP, identify legacy opportunities and to encourage participation in the Games and GC2018 RAP activities.

GOLDOC engagement and RAP coordination

GOLDOC commenced the community engagement process on the Gold Coast in early 2015 by seeking advice from local Traditional Custodians on its intention to develop a RAP for GC2018. This led to the establishment of GOLDOC's Yugambah Elders Advisory Group (YEAG), which endorsed GOLDOC's development of a RAP for GC2018. Under the guidance of the YEAG, an Indigenous Working Group (IWG) was formed to drive the development of the GC2018 RAP as it relates to the Gold Coast region.

YEAG and IWG were pivotal in providing support, feedback and cultural guidance to the delivery of the GC2018 RAP, and in event planning and delivery of Aboriginal and Torres Strait Islander participation in broader GC2018 activities. A public announcement of GOLDOC's ambition for active engagement with the intent to commit to reconciliation through the development of a RAP was announced at an event held during National Reconciliation Week (NRW) in May 2015 at Dreamworld Corroboree.

The YEAG and IWG included representation from Traditional Custodians, Community Elders, Games Partners and local Aboriginal and Torres Strait Islander Service providers. The YEAG met at least three times per year to guide and advise the development and delivery of cultural related activities. The IWG met bi-monthly to support the development of GOLDOC's RAP initiatives and were guided by a Terms of Reference. There were 10 YEAG members, and 12 IWG members.

Current and former members of the YEAG include:

- Aunty Mary Graham
- Elder Patricia O'Connor
- Uncle Ted Williams
- Aunty Joyce Summers
- Aunty Carol Currie
- Uncle Kevin Page
- Uncle John Graham
- Uncle Victor Slockee
- Uncle Shane Paulson
- Aunty Ethel Togo
- Aunty Geraldine Page
- Aunty Marcia Browning

Former and current members of the IWG include:

- Craig Williams (Yugambah Language Group Traditional Custodian)
- Linda Biumaiwai (Department of Aboriginal and Torres Strait Islander Partnerships)
- Rory O'Connor (Yugambah Museum, Language and Heritage Research Centre)
- Jason Sandy (Dreamworld Corroboree Mentor)
- Brad Currie (Munanjali Housing)
- Kieran Chilcott (Kalwun Development Corporation)
- Mark (Charlie) Fay (Tweed Men's Health Group)
- Larissa Smyth (Community Representative)
- Louisa Panuel (Office of the Commonwealth Games)
- Clinton Brewer (Ngarang-Wal Gold Coast Aboriginal Association)
- Al Mucci (Indigenous Relationship Manager, GOLDOC)
- Travis Couch (Manager Executive Operations, GOLDOC)

Since early 2015, the GC2018 RAP has involved:

- The GOLDOC YEAG and IWG endorsed intent to develop a RAP for the Games
- Coordinating existing Games activities to embed opportunities for Aboriginal and Torres Strait Islander peoples
- Identifying new activities leveraged from a major sporting event
- Identifying complementary opportunities to enhance economic and social outcomes through collaborative partnerships.

Within GOLDOC itself, a dedicated RAP team (including an Indigenous staff member seconded from Reconciliation Australia) managed the planning and operational activities of the RAP and other related components of GC2018 delivery.



4. Evaluation of the GC2018 RAP

The Cultural and Indigenous Research Centre Australia (CIRCA) was contracted by the then DTESB (now DITID) to develop an Evaluation Framework and conduct an evaluation of the GC2018 RAP. The main objective of the evaluation was to provide a robust, comprehensive evaluation of the GC2018 RAP achievements, challenges and learnings.

A detailed audit of the delivery of each action in the RAP by the responsible agencies was outside the scope of this evaluation. Where this information was available, however, this has been reported on. Rather, the evaluation of the GC2018 RAP focuses on the five key commitments under the themes of Opportunities, Relationships and Respect.

Key evaluation questions included:

1. To what extent does the RAP meet the priorities and needs of key stakeholders?
2. To what extent was the RAP implemented in an efficient manner?
3. To what extent were the RAP actions implemented as intended?
4. To what extent has the RAP achieved its desired outcomes?
5. What unintended outcomes – positive or negative – have resulted from RAP activities?
6. To what extent have the outcomes of the RAP benefitted Aboriginal and Torres Strait Islander peoples?
7. To what extent have the outcomes of the RAP benefitted the broader community?
8. What are the potential positive legacy outcomes of the RAP?



4.1 Methodology

Cultural capability of evaluation requirement

In order to carry out this evaluation, CIRCA needed to demonstrate cultural competency and capability in undertaking research and evaluation in partnership with Aboriginal and Torres Strait Islander peoples and communities. For over 20 years, CIRCA has successfully carried out research and evaluation projects with Aboriginal and Torres Strait Islander communities for Commonwealth, state and territory governments, as well as NGOs and private companies.

CIRCA specialises in the application of culturally sensitive approaches to research, prioritising Aboriginal and Torres Strait Islander involvement throughout the research process. CIRCA's approach to this project reflected the principles of consultation, free and informed consent, mutual understanding, and respecting Aboriginal knowledge systems. Research methodologies were developed to ensure that they were suitable for local environments and satisfied relevant protocols.

CIRCA's key strength is an extensive national network of highly skilled Aboriginal and Torres Strait Islander Research Consultants with whom they work.

CIRCA's highly skilled senior Aboriginal and Torres Strait Islander Research Consultants promote Indigenous research methodologies, cultural safety, culturally responsive practice, and ensure that a diverse range of voices of community members and family groups are heard.

For this project CIRCA's team included Ross Williams and Aunty Flo Watson, both of whom have strong connections to communities who were consulted as part of this project and a strong understanding of the context of the RAP and the Commonwealth Games.

The evaluation

The evaluation drew on a combination of quantitative reporting data (data collected as part of the GC2018 RAP reporting process) and qualitative evaluation data (data collected specifically as part of the evaluation).

There were three key stages to the evaluation: planning, data collection, and analysis and reporting and these are described in detail on the following page.

Phase 1: Evaluation Planning

The key outcome of this phase of the evaluation was the development of a comprehensive evaluation plan which was used to guide all aspects of the evaluation. This plan was informed by the following activities:

- An initial briefing meeting with representatives from OCG and a review of project documentation and data.
- Initial consultations with seven individuals/groups who have been heavily involved in the design and implementation of the RAP to better understand their needs and desires for an evaluation of the RAP and to explore gaps in data that may need to be filled through the evaluation.
- An evaluation workshop with key representatives from the RAP Implementation team, the GOLDOC YEAG and IWG to present and refine a draft evaluation framework.

Finalised in January 2018, the evaluation plan set out the details of the approach for the evaluation, timeframes as well as roles and responsibilities of the various stakeholders involved in the evaluation. The plan was based on the GC2018 Elevate RAP document and summarises the key activities and outcomes of the GC2018 RAP and maps these against indicators of success. Indicators of success to be measured through the evaluation were developed in collaboration with key stakeholders through the processes described above.

It also identified which data sources and evaluation approaches were to be used to measure progress against these indicators for each of the key commitments of the RAP.

A copy of the finalised evaluation plan is provided at Appendix 2. In conducting the evaluation of the GC2018 RAP, a lack of readily available guidance or evidence base for the evaluation of a RAP was identified. The incorporation of the evaluation plan in support of this report is intended to contribute to filling this gap and assist in sharing knowledge for the development of future RAP evaluations.

Phase 2: Data collection

Monitoring data was collected throughout the evaluation period. Qualitative data was collected over a period of six months (November 2017 – May 2018) and included a mix of face-to-face and telephone consultations. Consultations took the form of semi-structured in-depth interviews or focus group discussions (depending on the number of participants). OCG identified and sent an introductory email to potential participants in the evaluation. CIRCA followed up with an invitation to participate in the evaluation through face-to-face meetings, telephone interviews or via email.

For face-to-face consultations, visits were made to the GC2018 Host City, the Gold Coast, as well as the three Event Cities of Brisbane, Townsville and Cairns. Aboriginal and Torres Strait Islander researchers, together with a CIRCA researcher managed and facilitated the consultations.

Overall, information was collected through consultations with 72 participants, including: key stakeholders involved in the implementation of the GC2018 RAP; members of the YEAG and IWG; Indigenous business owners; representatives from the South East Queensland Indigenous Chamber of Commerce; Aboriginal and non-Aboriginal staff at GOLDOC and OCG; Aboriginal and Torres Strait Islander community members in Cairns and Townsville; and other individuals identified by OCG as having an interest in the GC2018 RAP.

Five participants were interviewed again post-GC2018 to find out their views on the representation of Aboriginal and Torres Strait Islander culture during the Games themselves in April 2018.

Phase 3: Analysis and Reporting

Qualitative data

Thematic analysis of all qualitative research findings was conducted to identify themes across the qualitative consultations. This involved a process of data familiarisation, data coding, and theme development and revision. This enabled the identification of key themes to emerge and the richness of the qualitative data to be explored.

Monitoring and Reporting data

GC2018 partners were encouraged to collect monitoring data and information on their RAP activities. This data, where available, was presented to the OCG Aboriginal and Torres Strait Islander Programs team. CIRCA received reports, including project evaluation reports and agency reports, where these were available. In addition to these reports, CIRCA also received monitoring data around particular aspects of the program including procurement and employment data.



4.2 Limitations

There are some key limitations to the data and results presented in this evaluation. Firstly, the data collected for the evaluation was predominantly qualitative – based on stakeholder consultations – and it was not within the scope of this evaluation to collect quantitative data around the implementation, outcomes or impact of the RAP. Some secondary, quantitative data was available to inform the evaluation through the RAP Implementation team evaluation reports.

It was not within the scope of this evaluation to carry out a comprehensive audit of the extent to which the actions and activities detailed in the RAP had been implemented and the evaluation relied on the provision of program and outcome reports, including evaluation reports, by the RAP partners.

It was not within the scope or timeframe of this evaluation to explore the longer-term outcomes of the RAP and as a result, this evaluation report focuses on the short-term outcomes of the RAP. Furthermore, there are some challenges in determining the extent to which some outcomes can be attributed to the RAP. In some cases, activities in the RAP built on existing strategies or initiatives and in other cases the RAP instigated the implementation of new activities and programs.

These were deliberate strategies to encourage existing and new partnerships to deliver new projects in order to maximise the potential for tangible legacy outcomes for Aboriginal and Torres Strait Islander peoples. This approach presented challenges for the evaluation in terms of attributing some outcomes directly to the RAP.



Photo supplied by Grocon

Evaluation Findings

5. Opportunities

The first theme of the RAP was opportunities, which included a range of activities and targets related to opportunities for Aboriginal and Torres Strait Islander peoples and businesses to participate through procurement, employment, training, volunteering, healthy lifestyles and engaging young people.

5.1 Procurement, business development and tourism opportunities

Key outcomes around procurement in the RAP included:

- Real procurement opportunities for Aboriginal and Torres Strait Islander businesses during the lead-up to, during and post-GC2018
- Increased capacity and skills for Aboriginal and Torres Strait Islander businesses for future opportunities
- Aboriginal and Torres Strait Islander business development to secure procurement opportunities
- Promotion of Aboriginal and Torres Strait Islander tourism
- Partners report that key activities have been successfully undertaken

Stakeholders identified several indicators of success around procurement opportunities for Aboriginal and Torres Strait Islander businesses.² These included:

- Partners report that key activities have been successfully undertaken
- Evidence that any relevant targets/milestones have been achieved
- Analysis of procurement data demonstrates that Aboriginal and Torres Strait Islander businesses have benefited from relevant procurement opportunities
- Aboriginal and Torres Strait Islander businesses, Chambers of Commerce and community members report increased procurement opportunities and/or increased capacity to benefit from these opportunities and other opportunities in future

² Evaluation Plan for the Gold Coast 2018 Commonwealth Games Reconciliation Action Plan. 18 January 2018.



Key Findings: Procurement, business development and tourism opportunities

Partners reported that key activities have been successfully undertaken to increase procurement opportunities for Aboriginal and Torres Strait Islander businesses. Reporting from OCG and GOLDOC demonstrated that the GC2018 RAP has generated more than \$14 million in contracts and other additional revenue for Aboriginal and Torres Strait Islander businesses. Consultations with some Indigenous business owners highlighted that they have benefited from procurement opportunities in the lead-up to and during the Games.

A range of strategies and initiatives were undertaken by GOLDOC and OCG to support Indigenous businesses throughout the procurement and tendering process, and to increase their capability and skills to benefit from GC2018 opportunities and other opportunities in the future.

These included Creating Tracks, Indigenous Tendering Workshop – Labour Hire, and Meet the Buyer workshops. These initiatives involved mentoring opportunities and platforms for Indigenous businesses to meet with prime contractors to showcase their businesses and capabilities and receive support on key contractual priorities. Indigenous business owners also reported increased capability to benefit from opportunities in the future as a result of these strategies and initiatives.

However, the evaluation also identified a number of challenges faced by Indigenous business owners in securing procurement opportunities through GC2018. Challenges included the practicalities of Indigenous businesses delivering successful outcomes within the finite timeframes available, and the capacity of businesses to respond to large and complex tender processes.

Procurement opportunities

Reporting from OCG and GOLDOC demonstrated that the GC2018 RAP has generated more than \$14 million in contracts and other additional revenue for Aboriginal and Torres Strait Islander businesses and organisations.

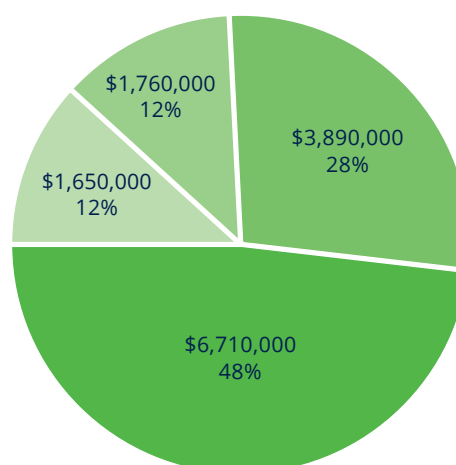
These included:

- \$3.89 million in direct contracts from GOLDOC and OCG (to 30 June 2018). This includes 168 contracts awarded by GOLDOC and 108 contracts awarded by OCG to Indigenous businesses in the period 2012 – 30 June 2018
- \$6.71 million in indirect contracts (sub-contractors and suppliers) from the Parklands re-development (\$3 million), Department of Transport and Main Roads through prime contractor Games LinQ (\$1.7 million), GOLDOC's prime contractors (\$1.5 million), OCG through the Creating Tracks program with TAFE Queensland (\$350,000) and other agencies³ supporting Games delivery (\$167,000). Fifteen contracts were awarded to Indigenous businesses by GOLDOC prime contractors in the period 2012 – 30 June 2018
- \$1.65 million in grants to support the delivery of the RAP, including through Festival 2018 programming in the Host City (\$850,000) and Event Cities (\$440,000), Institute for Urban Indigenous Health (\$100,000), South East Queensland Indigenous Chamber of Commerce (\$140,000), Palm Island Aboriginal Council (\$15,000), Skylore (\$53,000), Mapoon Aboriginal Council (\$15,000), Yarrabah Aboriginal Shire Council (\$40,000)
- \$1.76 million in additional sales and revenue as a result of participation in RAP supported business development, including Grocon Small Business Development Program (\$1.7 million) and Meeanjin Markets (\$60,000).

All aspects of OCG's and GOLDOC's procurement activities were encouraged to seek opportunities to award contracts to Indigenous-owned businesses. It is hoped that the above outcomes – a direct result of the GC2018 RAP - will leave a lasting legacy of economic growth for Indigenous businesses.

Procurement activities involved a direct spend with Aboriginal and Torres Strait Islander businesses across multiple procurement categories of recycling and waste management, hospitality, civil works, printing, cultural awareness programs, design services, labour hire, consulting services, tourism, cultural performances and ceremonies, commissioning artwork, and workforce-related items.

Indigenous procurement



- Sub-contractors/suppliers indirect contracts
- OCG/GOLDOC direct contracts
- RAP-supported business development
- Grants

³ Other agencies include Public Safety Business Agency, Queensland Police Service, OFS DOH, TEQ as per RAP Implementation Team agency reports.

Some of the Aboriginal and Torres Strait Islander-owned businesses engaged to work on GC2018-related projects included:

- DMAC Personnel – supplied Aboriginal and Torres Strait Islander workers for construction of the Commonwealth Games Athletes' Village and to Games LinQ (event transport management)
- Nature Call – involved in the Commonwealth Games Athletes' Village contract
- Promo Gear awarded GC2018 contracts and sub-licensee
- Snap Printing – awarded OCG contracts
- Kennelly Construction – awarded the contract to build 170 flagpole bases for GC2018
- Geared Up Culcha – awarded GC2018 sub-licensee and Games LinQ workforce uniform
- BARPA Construction – awarded GC2018 prime contractor.

Some stakeholders involved in procurement reported that the dedication of the OCG Aboriginal and Torres Strait Islander Programs team was a key driver for increased procurement opportunities for Aboriginal and Torres Strait Islander businesses. Several staff within OCG reported that support from the Programs team helped raise awareness of Indigenous business capability and provided pathways for opportunities to support them.

The procurement policy under the RAP – we have purchased two banners for every park run site, 20 in total, from an Indigenous business, Snap Printing, and we've purchased lanyards from Promo Gear. We rely on the OCG Aboriginal and Torres Strait Islander Programs team to let us know who we can contact for procurement (Stakeholder consultation, 2018).

This is the first time I've been involved in a RAP. I'm working closely with the [OCG] RAP team. I'm having exposure to Indigenous businesses. I'm more aware of procurement commitments. I've learnt about Supply Nation. On a personal level, I try and buy from Indigenous-owned businesses now (Stakeholder consultation, 2018).

All business owners consulted for the evaluation reported that the Business Development Program Manager (within the OCG Aboriginal and Torres Strait Islander Programs team) was instrumental in driving RAP activities to achieve tangible outcomes for Indigenous business owners.

GOLDOC also made special mention of the Business Development Program Manager, reporting that he was the catalyst to drive the change needed around increased procurement opportunities for Indigenous business owners.

The Business Development Program Manager's knowledge of many business people and his ability to network between those businesses and Aboriginal businesses was incredible. His knowledge also of the business world and different sectors was second to none (Stakeholder consultation, 2018).

Tangible outcomes for Indigenous business owners included negotiating with the GOLDOC procurement team and/or main contractors to broker sub-contracting arrangements on behalf of Indigenous business owners. Stakeholders reported that one of the key considerations around Indigenous procurement was identifying 'the right fit' between Indigenous businesses and contract opportunities.

With the RAP it's good to have local people with passion for business but also have the conduit in the middle between us and the contractors, like the Business Development Program Manager. Without that point in the middle to look for the opportunities and then coming back to their supply chain and say, 'I know you three guys are the guys for this job - can you do this?' Without that and having a conversation around a particular area you can't achieve anything. Because GOLDOC is such a big beast you don't know who to go through (Stakeholder consultation, 2018).

One business owner attributed the rejuvenation of their business to the OCG Aboriginal and Torres Strait Islander Programs team and the opportunities provided through the RAP. The OCG team assessed the capabilities of this business prior to supporting and facilitating procurement opportunities, the first of which was printing the GC2018 RAP.

Other RAP-related procurement opportunities included the supply of boxes for corporate gifts, Welcome to Country cards and Embracing 2018 banners.

Since benefiting from GC2018-related opportunities, the business owner reported that 80 per cent of their procurement opportunities are now through government channels and other Indigenous businesses independent of the RAP or GC2018. Whilst this is an example of a successful outcome, some stakeholders expressed concern that procurement opportunities for Aboriginal and Torres Strait Islander businesses will come to an end after the Games.

My business was really struggling up to meeting the Business Development Program Manager, it was up and down. In 2016, I got my first job through OCG Aboriginal and Torres Strait Islander Programs team. In 2017, we doubled our sales. There were three or four employees before (only two permanent staff). Now we have five regular staff and I work 60/70 hours per week. There are lots of Indigenous businesses starting out and we decided to orient ourselves to an Indigenous-focused client-base ... We printed the RAP. Met the team at the information workshops they held. I got to know the Business Development Program Manager really well. He's my point of contact. He came out and looked at the shop and our capabilities. I've been going to all the network events. Eighty per cent of our work is either government work or Indigenous businesses or a Tier 1 company who want to do an Indigenous job. This is not just focused on GC2018. We print Australia-wide now because I'm an Indigenous printer and they want to use us. I have to really thank the Business Development Program Manager for that (Stakeholder consultation, 2018).

Opportunities for my business, one of the big projects for me ... I was invited to put an EOI for the acknowledgement plaques for the Queen's Baton relay. I'm one of the suppliers to provide that. That was through the OCG Aboriginal and Torres Strait Islander Programs team. They have been integral to procurement. There are projects that come across their desks and they make the right fit (Stakeholder consultation, 2018).

Stakeholders also reported that the OCG Aboriginal and Torres Strait Islander Programs team brokered agreements between contractors and Indigenous business owners that enabled successful outcomes for all concerned.

One example was the Programs team negotiating more feasible insurance terms with one of the major GC2018 contractors so that an Indigenous business would be eligible for sub-contract work on a very large project. Without this support, the Indigenous business owner believed that this opportunity would not have eventuated.

It's crucial that you have ambassadors like the Business Development Program Manager to provide feedback to contractors. [Games contractor] won the labour hire contract for GC2018. We were involved with them at the early stage. Our insurances, we work for Tier 1 contractors, are decent but because this is such a big event [Games contractor] wanted our insurance to be much higher and for us to carry it for seven years. As a small Indigenous business that wasn't commercially viable for us to do that. We work with Tier 1 contractors, and our insurances are very high and expensive anyway. [GOLDOC Head of Procurement] and [OCG Aboriginal and Torres Strait Islander Programs team] got together with [Games contractor] and negotiated insurances so now we've got some good work with [Games contractor] through that process (Stakeholder consultation, 2018).

Despite these successes, Indigenous business owners discussed a number of challenges that they had faced in promoting and securing procurement opportunities through GC2018. It's important to note, however, that the majority of stakeholders consulted for the evaluation recognised that developing and implementing a RAP for such a major event was a challenging proposition, particularly around Indigenous procurement and employment.



Photo: EJ Garrett Photography

In particular, they noted how challenging it was for some departments/agencies to shift their procurement away from preferred and regular suppliers who have been through the standard tendering processes (and these tended to be non-Indigenous businesses).

There are a lot of firsts with these games: how to go about engagement with Indigenous people/ businesses/ community. Formal protocols had to be established and embedded throughout the procurement process, employment process (Stakeholder consultation, 2018).

Stakeholders believed that early buy-in and full support of the RAP at the leadership levels across all implementation partners would have contributed to greater outcomes for Indigenous procurement. Suggested strategies that could have improved outcomes for Indigenous businesses included embedding Indigenous procurement within government and agency contracts with special conditions put in place to accommodate Indigenous procurement.

For example, several stakeholders recommended the development of Indigenous advisory bodies to work with both Indigenous business owners and procurement officers across government departments and agencies.

There has been a lot of resistance from some external partner organisations who are not invested in the RAP, particularly in the procurement area. They say “no, no – we’ve got our organisations sorted out”. They won’t change suppliers, no way. There’s rigor

around certain arrangements, and they won’t or can’t change. It’s a big process to get anybody registered as a supplier so it’s easier to stay with what you know. The question is: Have they put special conditions in place to accommodate Indigenous procurement within the RAP? (Stakeholder consultation, 2018).

Procurement is a government process. They should have developed a smaller sub-group of Indigenous people to work with procurement teams. They should have ‘grown’ Indigenous business owners through this process. They could have added targets to the procurement process. There needs to be an Indigenous advisory body that can advise GOLDOC and government on procurement. This needs to be factored in next time (Stakeholder consultation, 2018).

Several stakeholders, including Indigenous business owners, reported that successful procurement for GC2018-related opportunities depended on connections and experience working with Tier 1 and Tier 2 companies (Tier 1 companies are the largest, wealthiest, and most experienced in the construction industry). This prerequisite automatically precluded many Indigenous businesses from GC2018 procurement opportunities.

On a related note, several stakeholders highlighted how the size of the tenders may have presented barriers to Indigenous participation. For example, stakeholders reported that many of the tenders issued for GC2018 across the construction, catering and retail programs were very large and were inevitably awarded to Tier 1 companies and multinational corporations.

Indigenous business owners acknowledged that they could not compete with such companies and suggested that tenders would need to be broken down into smaller components to facilitate Indigenous participation.

There needs to be smaller packages, more time in build-up and more time in the capability development for businesses prior to the event. They need to start that process early. It's only going to be as good as the enforcement regime around this in terms of the Tier 1 and 2 pick up on that. You've got the blanket of so many industries all coming together to work on this one project, and they want one contractor to do all the 'stuff'. There are no true opportunities for Indigenous businesses, smaller operators. What's really required is dissecting those bigger tenders so that Indigenous businesses can deliver on components of them, rather than being excluded automatically because they can't deliver on the overall contract. If they want to give Indigenous businesses true opportunity, they can't keep those bigger contracts in one tender (Stakeholder consultation, 2018).

Consultations with stakeholders involved in Indigenous procurement for GC2018 also reported the need for sufficient preparation time and/or capacity building for Indigenous business owners to tender for major contracts, even for small contracts. During consultations, Indigenous business owners listed some of the steps involved in filling in a tender document, for example, preparing capability statements. Some stakeholders reported that even this can be a challenge and can deter businesses from participating in the tender process from the outset.

Capability statements are one of the other issues – we take this stuff for granted because we have capability. If you don't have capability it can be a struggle. There has to be the right people involved in supporting and choosing Indigenous participation. When you're putting on a massive event like the GC2018, number one priority should be sourcing through local businesses. There's a big scope of businesses around this region and I'm hearing so many that are saying exactly the same thing: established Indigenous businesses not getting a foot in the door (Stakeholder consultation, 2018).

In recognition of these challenges, GOLDOC stakeholders confirmed that considerable work was undertaken to identify both the packages that would be appropriate to prioritise for Indigenous business owners and the changes in the procurement approach required to achieve successful outcomes for Indigenous business owners.

This involved considerations about the practicalities of Indigenous businesses delivering successful outcomes within the finite timeframes available. Additionally, several initiatives were undertaken by GOLDOC and OCG to support Indigenous businesses throughout the tendering process (see Section 5.1 for further information).

GOLDOC tender response schedules also encouraged tenderers to set targets for Indigenous sub-contracting and employment, which were then incorporated into the successful tenderers contract. More broadly, local business engagement was encouraged throughout the procurement process, with results showing more than 80 per cent of Games Wide contracts were awarded to businesses with a Queensland presence (including Gold Coast).

Stakeholders felt that sufficient lead time for embedding Aboriginal and Torres Strait Islander participation in a major event like GC2018 needs to be factored into the planning process from the outset. For example, some stakeholders believed that approximately 75 per cent of GC2018 tenders had already been awarded by the time GOLDOC's internal Indigenous Procurement Strategy was implemented and this limited opportunities for Indigenous participation.

Nonetheless, through the efforts and initiatives undertaken by OCG and GOLDOC to assist Indigenous business owners to secure contracts through the tender process as noted above, the GC2018 RAP has contributed to more than \$14 million in contracts and other additional revenue for Aboriginal and Torres Strait Islander businesses and organisations.

This includes around \$5 million in direct and indirect contracts from GOLDOC, far in excess of their initial target of \$2.2 million.



Indigenous business owners also commented on the licensing/sub-licensing and branding rules and regulations around the GC2018 retail program. GOLDOC advised these licensing arrangements and rules for GC2018 were put in place to ensure any use of the brand was appropriate and legitimate and managed through a master licensee program as a commercial activity, and were consistently applied for any business or individual.

Indigenous business owners observed that this presented barriers, with opportunities limited for them to engage in the arrangements.

Overall, notwithstanding the significant procurement outcomes achieved, some stakeholders involved in procurement believed there were missed opportunities for Indigenous procurement and participation in GC2018.

We've got a license [for the use of the Games brand] but there's a lot of red tape. I've been really lucky, but I've heard from others who haven't been. Everything has been on my own initiative, I've had to put everything into getting contracts. The web of licensing and branding has made it really tricky. [Games prime contractor] gets the first pick of the cherry and they've set up multiple businesses to develop the products themselves rather than procuring through established local businesses. So many local Indigenous businesses not getting the opportunity (Stakeholder consultation, 2018).

We have work on the Village but not through Indigenous Engagement at all. We weren't engaged at all around Indigenous or the Games. As a company, we talk about legacy. We openly do business development, but the people invited in for that contract, the multinationals, why? We've got the capability. Our office is two minutes down the road from GOLDOC. I could have local guys working on country, provide professional development, we can create that but we don't get the opportunity in terms of long-term sustainability. Why not showcase that a local indigenous business can supply specialist services (Stakeholder consultation, 2018).



Photo supplied by Grocon

Increased capacity and skills

Under the GC2018 RAP, GOLDOC set a procurement target of \$2.2 million with Aboriginal and Torres Strait Islander businesses. This target was based on a business analysis undertaken by Corporate Culcha and was to be achieved through sole sourcing, direct tendering, or sub-contracting to successful tenderers.

To address this initiative, the GOLDOC procurement team in partnership with the OCG Aboriginal and Torres Strait Islander Programs team hosted a series of Meet the Buyer workshops.

The purpose of these workshops was to provide a platform where Indigenous businesses were able to meet with Tier 1 contractors to showcase their businesses and capabilities. These workshops focused across three key contract areas of GC2018, namely: security, overlay and ceremonies.

Each workshop allowed Tier 1 contractors to engage with Aboriginal and Torres Strait Islander businesses to provide support on key contractual priorities around:

- Supply of goods
- Supply of services
- Sustainable employment opportunities
- Short term labouring
- Addressing internal Indigenous employment targets.

As part of the security workshops, Indigenous companies in the provision of security services/ security labour fields were invited to meet the four appointed prime security providers to understand requirements of security subcontractors and introduce their companies to the prime contractors.

Eleven Indigenous businesses attended the session with three winning GC2018 work. An unexpected outcome of the forum was that other attending businesses were engaged by the prime security providers for non-GC2018 event work. As a result of this engagement session, a prime provider went on to develop and implement their own Reconciliation Action Plan in March 2017.

In addition to the above, GOLDOC undertook several other initiatives to increase opportunities for Indigenous businesses through the procurement program, including the Indigenous Tendering Workshop – Labour Hire in partnership with the Department of State Development (DSD). This was an opportunity for Indigenous businesses in the labour hire industry to undertake training in relation to completing tender documentation when GOLDOC's labour hire tender was first released to the market in an effort to increase responses from Indigenous businesses.

GOLDOC's Ceremonies Production Company appointed an Indigenous Business Relations Manager to their team to specifically work with Aboriginal and Torres Strait Islander businesses, to ensure awareness within the Ceremonies team of the suppliers available to them, and to also ensure suppliers were made aware of the business opportunities that arose.

Relationships were also facilitated with OCG Business Development Program Manager to potentially provide support to ensure businesses could provide the correct supporting documentation required by the procurement processes.

During consultations, Indigenous business owners reported that the Business Development Program Manager in OCG's Aboriginal and Torres Strait Islander Partnerships team demonstrated a commitment to ensuring that Indigenous business owners were in as strong a position as possible when competing for commercial and/or government tenders. For example, several business owners reported they underwent capability assessments and/or capability training facilitated by the Business Development Program Manager.

Stakeholders believed that the Business Development Program Manager felt a sense of accountability to both the Aboriginal and Torres Strait Islander business community as well as to contractors/ procurement officers when facilitating and brokering business opportunities on their behalf.

We're a labour hire recruitment company. We've been in business for five years now. We came in at the early stage of the [Parklands redevelopment]. [GOLDOC Head of Procurement] and the [OCG Business Development Program Manager] introduced us to guys at Grocon and we had to go in and prove our capability to Grocon. We went through the same commercial process as everybody else. The Business Development Program Manager got them to that point to be in front of those people (Stakeholder consultation, 2018).

The Business Development Program Manager is accountable to the community and he knows that and that's why he's done such a great job. For him, it's about making sure he provides a service to the community. He's built those relationships with his previous jobs. It's all about his connections in community. One of the differences in dealing with Indigenous businesses - we seem to all have this common drive to help people and help those around us and share. The Business Development Program Manager, in that position, is reflecting that. But he still has to make sure the people he puts forward have the capability to carry out the work. Grabbing the Business Development Program Manager was a key aspect of the RAP's success. The Business Development Program Manager feels accountable to the IWG, YEAG etc (Stakeholder consultation, 2018).

Business development

Indigenous business owners consulted for the evaluation praised the Creating Tracks program for providing business-related training and mentoring that contributed directly to increased procurement opportunities for some businesses (See sections 5.1.4 and 5.2.1 for more information).

Creating Tracks, in partnership with TAFE Queensland, was a business development and support initiative under the RAP for the Embracing 2018 Legacy Program and was designed to assist Aboriginal and Torres Strait Islander businesses to maximise the opportunities presented by GC2018 and beyond.

Several stakeholders also highlighted Grocon's journey towards Indigenous procurement and employment on the strength of their successful bid for the Parklands redevelopment, converted by GOLDOC to be the Commonwealth Games Village for the Games.

The OCG Aboriginal and Torres Strait Islander Programs team and the Department of Aboriginal and Torres Strait Islander Partnerships worked closely with Grocon to ensure Indigenous participation throughout the construction phases and assisted in the development of Indigenous Participation Plans around engagement with community, education, training, employment and procurement.

A number of stakeholders acknowledged that Indigenous procurement is an incremental process and that the processes and practices of Indigenous procurement was a steep learning curve for Grocon (and other construction companies).

Indigenous participation in the construction of Parklands redevelopment included:

- Employment of 130 Aboriginal and Torres Strait Islander peoples, representing approximately five per cent of the entire workforce
- Accredited training undertaken by 28 Aboriginal and Torres Strait Islander peoples
- Procurement from 16 Aboriginal and Torres Strait Islander-owned businesses
- Procurement from Aboriginal and Torres Strait Islander-owned businesses in the region of \$3 million.



Photo: Robert Prezioso, Getty Images

Promotion of Aboriginal and Torres Strait Islander tourism


TAFE Queensland reported⁴ that the Creating Tracks Indigenous Hospitality and Tourism Expo held at TAFE Queensland, Gold Coast campus in February 2017 was a significant achievement.

This was the first time the Expo was held and the first time many of the Indigenous businesses had been involved in an event of this nature.

Achievements from the Expo included:

- 18 businesses participated in the Expo and 14 businesses pitched their products and services to industry representatives
- Over 200 people attended, with representation from several state departments, local and federal agencies, Registered Training Organisations (RTOs), community groups and representatives from the hospitality and tourism industries
- Strong positive feedback from participating businesses who welcomed the opportunity to pitch and present about their business, network and learn about other businesses in a culturally safe space. Businesses advised they would welcome the opportunity to participate in the event again
- Media coverage of the event included:
 - The Great Day Out, featuring Game Enough, Delvene Cockatoo Collins and Nyanda Cultural Tours
 - NITV stories featuring Chaboo, Game Enough, Sobah, and Jarramali Rock Art Tours
 - Weekend foldout instyle magazine for News Corporation featuring Chaboo, which was distributed around Australia
 - ABC radio featuring Sobah, Chaboo, and Leets Dreaming
 - Extensive TAFE Queensland and OCG social media postings
- Products were sold on the day and orders were taken by Indigenous business owners
- Reported outcomes included increased awareness of Indigenous Tourism operators and their offerings and increased understanding from TAFE Queensland of Indigenous Tourism operators and their offerings and commercial programs.

⁴ Legacy Project Evaluation Report. 25 June 2018. Creating Tracks. TAFE Queensland.



TAFE Queensland also reported⁵ that four tourism businesses – Jellurgal, Goorimooka Tours, Nyanda Cultural Tours, and Jarramali - were selected to attend the World Indigenous Tourism Conference in New Zealand from 15 – 18 April 2018.

The visit commenced in the Bay of Islands with some delegates touring Maori owned and operated experiences in Auckland and Rotorua following the Summit. Delegates reported benefitting from new contacts and developments in the global Indigenous tourism market, including in New Zealand, Canada, Easter Island and the USA.

Tourism and Events Queensland (TEQ) also reported⁶ a range of activities undertaken to ensure Aboriginal and Torres Strait Islander tourism experiences featured in GC2018 marketing activities, including:

- A double page feature on Aboriginal and Torres Strait Islander tourism experiences in GC2018 Discover Queensland brochure
- Production of Connect with Culture: 50 ways to experience Indigenous culture. Queensland's first dedicated, domestic, consumer direct brochure, in time for GC2018
- Dedicated blog posts about Aboriginal and Torres Strait Islander experiences on TEQ's Queensland Blog platform.

TEQ also reported that they had identified opportunities to integrate Aboriginal and Torres Strait Islander Tourism offerings into the overall GC2018 Tourism Marketing Strategy, including:

- Leveraging the strong Indigenous component in the GC2018 Opening Ceremony, TEQ provided media with the opportunity to interview some didgeridoo players from the ceremony, learn about the inspirations for the medal design and discover about food growing on the dunes and nearby bushes. Guests were GC2018 medal designer Delvene Cockatoo-Collins; North Wind musical director Tony Lee; Yugambeh didgeridoo players Rory O'Connor, Jason Sandy and Ethan Nihot; and bush tucker and Yugambeh language expert Paula Nihot. Those in attendance included TEQ-hosted media Rhianna Patrick (Radio National and 612-ABC), Keira Jenkins (Koori Mail) and Alana Mitchelson (The New Daily) who were on the Gold Coast as part of a three-day family event which also included a visit to Jellurgal and taking in the Spirit of Red Sands show
- Media involved in these activities included Sunrise, ABC TV Breakfast, Channel 7 Gold Coast, Channel 9 Gold Coast, New Zealand Herald, SBS/NITV, BBC, Deutsche Presse-Agentur.

⁵ Legacy Project Evaluation Report. 25 June 2018. Creating Tracks. TAFE Queensland.

⁶ RAP Implementation Team Agency Report. 4 June 2018. Tourism and Events Queensland.

5.2 Employment and training opportunities

Key outcomes in the RAP relating to employment and training included:

- Initiatives to train and upskill Aboriginal and Torres Strait Islander peoples
- Increased and ongoing employment opportunities after GC2018.

The RAP included a range of programs and strategies related to this including:

- Identifying, creating and promoting employment of Aboriginal and Torres Strait Islander peoples within GOLDOC, OCG, the Commonwealth Games Athletes' Village and across GC2018 activities. The RAP included a number of activities and targets specifically related to GOLDOC and OCG around employment of Aboriginal and Torres Strait Islander peoples including:
 - Increasing OCG's Aboriginal and Torres Strait Islander workforce to five per cent
 - Increasing GOLDOC's Aboriginal and Torres Strait Islander employment and work experience opportunities within GOLDOC to 70 (five per cent) by GC2018
 - Internship programs within GOLDOC and OCG
 - Introduction and refinement of existing policies and procedures to increase likelihood of recruitment of Aboriginal and Torres Strait Islander peoples.
- Providing training and internship opportunities so that Aboriginal and Torres Strait Islander peoples can take advantage of employment opportunities
- Promoting volunteering opportunities to Aboriginal and Torres Strait Islander communities. This included an Indigenous Volunteer Support Program for GC2018 led by PCYC.

Stakeholders identified several indicators of success around employment and training opportunities for Aboriginal and Torres Strait Islander peoples.⁷ These included:

- Partners report that key activities have been successfully undertaken
- Evidence that any relevant targets/milestones have been achieved
- Analysis of employment/volunteering data demonstrates that Aboriginal and Torres Strait Islander peoples have benefited from relevant opportunities
- Community members report promotion of employment and training opportunities and evidence that Torres Strait Islander people have secured employment and training opportunities
- Aboriginal and Torres Strait Islander staff members within OCG and GOLDOC report benefiting from culturally appropriate recruitment processes and report improved capabilities to ensure sustainable employment
- Evidence that employment outcomes are sustainable
- Evidence that young people have been engaged in RAP activities.

7 Evaluation Plan for the Gold Coast 2018 Commonwealth Games Reconciliation Action Plan. 18 January 2018.



Key Findings: Employment and training opportunities

Employment and training opportunities for over 800 Aboriginal and Torres Strait Islander peoples have been successfully achieved through the GC2018 RAP. Employment and training opportunities were provided through a range of prime contractors and their sub-contractors, local councils, and other companies. Key activities aimed at training and upskilling Aboriginal and Torres Strait Islander peoples have included Creating Tracks and Grocon's Small Business Development Program. Overall, 160 Aboriginal and Torres Strait Islander businesses engaged in Creating Tracks and 14 Indigenous businesses participated in the Small Business Development Program. A number of Indigenous businesses were directly involved in creating and delivering Creating Tracks and the Small Business Development Program.

Furthermore, the Indigenous Volunteer Support Program successfully supported 28 Aboriginal and Torres Strait Islander peoples from across Queensland to participate in GC2018. Stakeholders reported that some employment and training opportunities have led to longer-term prospects for Aboriginal and Torres Strait Islander peoples, for example, in the construction and hospitality industries.

Indigenous employment targets of five per cent were set in the RAP for OCG and GOLDOC. In addition to four Aboriginal and Torres Strait Islander staff members comprising OCG's Aboriginal and Torres Strait Islander Programs team, OCG's Aboriginal and Torres Strait Islander workforce increased by one Indigenous intern in the lead-up to and during GC2018. This was broadly in line with the target, with the OCG workforce averaging around 90 staff in the lead-up to the Games. GOLDOC's RAP delivery contributed to the employment of 29 paid staff, 13 trainee placements and three internship opportunities for Aboriginal and Torres Strait Islander peoples at GOLDOC.

Overall, the evaluation highlighted some further approaches which could have helped achieve employment and training targets, including the development of guidelines and training partnership arrangements and greater leveraging of Tier 1 or Tier 2 sponsors. Indigenous business owners identified that employment and/or training opportunities linked to a major event, like GC2018, can be problematic due to their short-term and temporary nature.

Initiatives to train and upskill Aboriginal and Torres Strait Islander peoples

Throughout the consultations, stakeholders highlighted the Creating Tracks program and Grocon's Small Business Development Program as achieving successful outcomes for increased employment and training opportunities for Aboriginal and Torres Strait Islander peoples.

Indigenous business owners praised Creating Tracks for providing business-related training and mentoring that contributed directly to increased procurement opportunities for some Indigenous businesses. Creating Tracks was a business development and support initiative under the RAP for the Embracing 2018 Legacy Program. It was designed to assist Aboriginal and Torres Strait Islander businesses within the hospitality, tourism and the arts to maximise the opportunities presented by GC2018 and beyond. Stakeholders supporting Creating Tracks included TAFE Queensland, OCG, TEQ, GOLDOC, QTIC, AQ and local councils.

Since Creating Tracks launched in September 2017, Indigenous businesses from across Queensland have had access to:

- Tailored business workshops and practical marketing sessions in Brisbane, Stradbroke Island, Gold Coast, Townsville, Palm Island and Cairns
- One-to-one mentoring for selected businesses in South East Queensland
- Additional development opportunities to meet individual business needs, including tender writing, capability statements, presentations/ pitching for contracts
- Referral pathways to complementary state, local or federal government programs.

TAFE Queensland reported⁸ the following results from the various activities provided through Creating Tracks:

- 102 workshops throughout Queensland, 665 interactions and 57 days of training delivered
- 20 Indigenous business owners mentored
- 10 webinars recorded
- 15 professional intensive sessions held under the themes of: tourism; graphic design; pitching workshop and practice sessions; building a strong art practice; product development; tourism and hospitality expo; art practice.

Overall, over 160 Aboriginal and Torres Strait Islander businesses engaged in Creating Tracks. Seventeen Indigenous businesses that attended Creating Tracks secured outcomes through GC2018 and 13 of these businesses participated in the Meeanjin Markets.⁹

Yolla Consulting, an Indigenous small business training and advisory firm, was contracted by TAFE Queensland to deliver the Creating Tracks program. Yolla Consulting utilised the services of the following Aboriginal and Torres Strait Islander businesses for the delivery and support of the program. The delivery team were all Indigenous:

- Iscariot Media
- Aspire Professional Development
- Vernon Ah Kee – Artist
- Black Drum Productions
- Promo Gear
- Snap Underwood
- Gilsanen Graphic Designs
- Aunty Robyn Williams
- Elders in Cairns and Townsville
- SD Virtual assistant.

⁸ Legacy project Evaluation Report. 25 June 2018. Creating Tracks. TAFE Queensland.

⁹ Legacy project Evaluation Report. 25 June 2018. Creating Tracks. TAFE Queensland.

Stakeholders reported that Iscariot Media and Aspire Professional Development have also developed a contractual relationship with TAFE Queensland as a result of their collaborations with Yolla Consulting on the Creating Tracks program.

DATSIP reported¹⁰ that the South East Queensland North team (SEQN) worked closely with the Creating Tracks trainers to prepare Indigenous small businesses for GC2018. DATSIP reported that a total of 12 of 20 SEQN Indigenous businesses participated in a Hospitality and Tourism Expo in February 2018 in the lead-up to GC2018.

Some Indigenous business owners reported that the support provided to them by the Creating Tracks trainers, the OCG Aboriginal and Torres Strait Islander Programs team and DATSIP enabled them to tender for projects for the first time.

Indigenous small businesses don't just need someone to tell them how to do it, they need someone to show them how to do it and to help you with it. We sit down and write the capability statements with them. They feel comfortable with us and trust us (Stakeholder consultation, 2018).

For those Indigenous business owners who have participated in the training, the trust that has developed between them, TAFE and Yolla Consulting is what it's all about (Stakeholder consultation, 2018).

One program that some in this room have been lucky enough to access - DATSIP and OCG put together money to support some of the bigger Indigenous businesses apply for tenders. We've engaged some guys called B&V Solutions - they've won big defence projects and so on. DATSIP pulled some of these big businesses together to support the Indigenous small businesses to put together tenders to leverage GC2018 opportunities but also leverage longer term opportunities (Stakeholder consultation, 2018).

Due to the success of Creating Tracks, stakeholders reported that TAFE Queensland is interested in promoting the program as a long-term legacy of the RAP and are in negotiations with other organisations for funding to ensure its continuation. Stakeholders hoped that the next step for Creating Tracks is to provide business mentoring and supports to rural and remote Indigenous businesses.

All of the [Creating Tracks] projects are legacy projects - our projects aren't 'this is what you're going to get through the GC2018'. Ours are 'this is the opportunity to develop a long-term sustainable business'. Skills and knowledge that will last them throughout their life cycle (Stakeholder consultation, 2018).

Indigenous businesses owners also felt that their increased confidence and capability, and the connections and relationships that have developed between each other are legacies of Creating Tracks.

We talk a lot in our workshops, we talk a lot about an eco-system of business owners. There has been confidence and capability improvement since Creating Tracks - this is a legacy. Connections and relationships - these are legacies (Stakeholder consultation, 2018).

Prior to the creation of Creating Tracks, Grocon, OCG and DATSIP came together with TAFE Queensland to fund and support the Grocon Aboriginal and Torres Strait Islander Small Business Development Program.

The Small Business Development Program was initiated to build the capacity of Aboriginal and Torres Strait Islander businesses to successfully compete in Grocon's and other Tier 1 and 2 supply chains by: having the capability to tender for work; reliably fulfil tender requirements; and ultimately to build more sustainable and profitable Indigenous businesses. This was to be achieved through building the knowledge, skills, documentation, capacity and capabilities of the 15 businesses selected for the program.

¹⁰ RAP Implementation Team Agency Report. 30 May 2018. Department of Aboriginal and Torres Strait Islander Partnerships (DATSIP).

The program was designed to engage with businesses in two distinct ways – working with individual businesses on a one-on-one basis through supportive and pro-active mentoring; and, providing businesses with the opportunity to participate in small group training sessions. Under this program, businesses received support and assistance to develop and finalise their capability statements, tender registrations, website content and social media sites etc. It has been reported that many of the businesses were highly skilled in their industry and specific craft, and clearly able to outline their businesses' services and products and their unique skills and experience but were challenged when trying to put these ideas down, use or navigate the technology, templates and/or computer systems.¹¹

Three Indigenous small businesses were directly involved in the delivery of the Small Business Development program. Yolla Consulting managed the overall program, including engaging with all participating businesses, undertaking all health checks and overseeing the workshop program. Aspire Professional Development supported several of the well-established business through further developing their service offerings, increasing knowledge on additional health and safety, environment and quality requirements and certifications, and networking with relevant state-wide projects and Tier 1 and 2 providers. Iscariot Media supported businesses with marketing plans, social media strategies and digital skills sets. Stakeholders reported that 14 Indigenous businesses participated in the Small Business Development Program.

We've worked with those businesses for 18 months now and we've got over \$1m contracts for those businesses. We worked really hard on readjusting their focus, for example, if you haven't supervised five people you're not going to get a job supervising 100. If you haven't got a \$20,000 job why is someone going to give you a \$500,000 job? Because of this procurement stuff out there, procurement was seen as the panacea and they were going for stuff that they possibly didn't have the capacity to deliver. We've readjusted their gaze and now we've got them on those ladders. On the Grocon business development program, we worked with 100% Indigenous suppliers (Stakeholder consultation, 2018).

We sub-contract Yolla Consulting who facilitates the Small Business Development Program (pilot program). This is a 12-month course (entry level). We work through Grocon who have been contracted to build the [Parklands redevelopment]. Thirty participants from 14 Indigenous small businesses attended the Small Business Development Program. Yolla worked with Grocon to design the program. Participants were mainly in the construction industry. One aim of the program is to build their capacity to tender for work. With Yolla Consulting, we have also been running a 'tender ready' program – one-on-one mentoring to support Indigenous businesses in tender preparation (Stakeholder consultation, 2018).

Other training programs provided through Creating Tracks included:

- Trade Start undertaken by 10 Aboriginal and Torres Strait Islander peoples
- School-based training program undertaken by five Aboriginal and Torres Strait Islander peoples
- Skilling Queenslanders for Work program (organised in partnership with Grocon) undertaken by one Aboriginal and Torres Strait Islander person.



¹¹ Yolla Consulting, Grocon Small Business Development Program Final Report Appendix C - Grocon Small Business Development Program Final Report. December 2017.

Increased and ongoing employment opportunities

Both GOLDOC and OCG reported significant achievements around the employment of Aboriginal and Torres Strait Islander peoples as a result of GC2018 activities.

As at 30 June 2018, GOLDOC advised their prime contractors and sub-contractors reported that over 600 Aboriginal and Torres Strait Islander peoples had been employed on GOLDOC contracts:

- Prime Contractors reported 244 Indigenous employees working on GOLDOC contracts
- Prime Contractors' sub-contractors reported 370 Indigenous employees working on GOLDOC's contract.

Reporting from OCG demonstrated that more than 200 employment and training opportunities were provided for Aboriginal and Torres Strait Islander peoples, including:

- During construction of the Parklands redevelopment, 130 Aboriginal and Torres Strait Islander peoples were employed. A further 28 Aboriginal or Torres Strait Islander young people were trained throughout the project – with 18 securing further employment in the construction industry
- 25 trainees on traineeships in business administration with local councils secured an opportunity to work at GC2018 on the Gold Coast and in the event cities of Brisbane, Cairns and Townsville
- Hutchinson Builders partnered with Verifact to train Indigenous participants in traffic control and provide employment to all participants who successfully completed the program. Six Indigenous people qualified for the industry licence and were employed from the start of the Games and have continued employment in the industry. Since the Games, Verifact has promoted the pilot program from the Games across Queensland and have committed to filling 55 positions
- Through RoadTek, a division of Queensland Government's Department of Transport and Main Roads, 10 Aboriginal and Torres Strait Islander trainees gained on-the-job training and mentoring while working towards a Certificate II in Construction.

- The Mossman Gorge Centre and Voyages provided tourism and hospitality internships for 13 Aboriginal and Torres Strait Islander peoples through the Employment Pathway Program. This program aimed to equip participants with the knowledge and skills to work in the industry after the four-week program in Far North Queensland. So far, nine of the participants have successfully moved in to employment, with support continuing to be provided to the remaining participants still seeking employment.

The following Indigenous employment targets were set in the RAP for OCG and GOLDOC:

- Increase OCG's Aboriginal and Torres Strait Islander workforce to five per cent
- Increase Aboriginal and Torres Strait Islander employment and work experience opportunities within GOLDOC to 70 (five per cent) by Games time which will include work placement and internships (30 people) and employment (40 people).

Four Aboriginal and Torres Strait Islander staff members comprised the OCG Aboriginal and Torres Strait Islander Programs team and OCG's Aboriginal and Torres Strait Islander workforce increased by one Indigenous intern in the lead-up to and during GC2018. This was broadly in line with the target, with the OCG workforce averaging around 90 staff in the lead-up to the Games, peaking at 104 staff for a short time during the Games.

Following the Games, two of the Aboriginal and Torres Strait Islander staff have secured further secondment opportunities within DITID working on Indigenous tourism and innovation focused projects, while the intern secured employment within the Queensland Government in their local community.

GOLDOC's RAP delivery contributed to the employment of 29 paid staff, 13 trainee placements and three internship opportunities for Aboriginal and Torres Strait Islander peoples at GOLDOC. This is in addition to employment and training opportunities for more than 600 Aboriginal and Torres Strait Islander peoples provided through the GOLDOC contracts as outlined above.

In discussions with stakeholders, while there was acknowledgement of the efforts from GOLDOC and the challenges faced, there were a number of approaches suggested which could have further supported GOLDOC's strategy for achieving employment and training targets. These included: greater exploration of legislation to support processes; earlier engagement of the Diversity Recruitment Partner for input into the recruitment strategy; guidelines and training partnership arrangements for the organising committee; consideration of incentives for GOLDOC Functional Areas to embrace and drive targeted recruitment and greater leveraging of Tier 1 or Tier 2 sponsors.

There is a big engagement role involved in Indigenous employment. You need to actively go to businesses with a voice and 'sell' Indigenous employment. It's challenging to change the mindset of people who have pre-conceived ideas of Aboriginal employment (Stakeholder consultation, 2018).

Whilst the employment and training targets may not be met it is evident that without a Diversity Recruitment Partner position actively engaging and influencing for better outcomes the overall outcomes may have been decidedly worse (Stakeholder consultation, 2018).

Some stakeholders discussed structural barriers to Indigenous employment and training, many of which exist beyond the context of the GC2018 RAP. They talked about the need for government departments and agencies to implement processes and practices that support Indigenous employees and trainees, especially young people entering the workforce. One stakeholder suggested that dedicated Indigenous mentors would assist transition for those entering the 'government machine' for the first time.

I had regular meetings with the trainees. These are young people stepping into the government machine. There are thousands of people working here. These kids have struggled and we don't know how to work with Aboriginal people. There needs to be Indigenous involvement and participation across all programs and areas and strong supports in place to support employees and trainees (Stakeholder consultation, 2018).

Indigenous business owners identified that employment and/or training opportunities linked to a major event, like GC2018, are inherently short-term and are not able to provide sustainable, long-term outcomes. Stakeholders believed that successful traineeships need to offer long-term security, as well as adequate and appropriate training. Indigenous business owners also reported a sense of responsibility and accountability to their community when they are unable to provide long-term employment and training opportunities to Aboriginal and Torres Strait Islander peoples.

The other thing is sustainability. To employ 100 people for 10 weeks and then not have anything afterwards is a really tough gig. You have that relationship with community and when you employ someone, and take them off the couch, and then you don't have any work for them it's not a good look and you've got to wear that in the community (Stakeholder consultation, 2018).

Problem with the GC2018 jobs is that they are only for two/three months. For an Indigenous business, to put on a trainee he needs four years. The trainee needs that long-term security (Stakeholder consultation, 2018).

All stakeholders stressed that leadership and accountability at the senior level is crucial for a RAP to be taken seriously within an organisation and to yield successful outcomes for Aboriginal and Torres Strait Islander peoples. This would include embedding the RAP in internal processes and tying senior level roles/positions to implementing activities and achieving outcomes, for example, procurement, employment and training targets – but in a balanced approach that maintains a focus on achieving outcomes.



Some stakeholders also reported that OCG’s expectations around the implementation and delivery of RAP activities did not always filter through to the partner agencies/departments meant to roll out these initiatives. One stakeholder suggested that this was due to a lack of knowledge around RAPs generally, and a lack of knowledge around running projects in a culturally appropriate manner.

The major problem with a RAP – there’s no accountability to anyone. It would be better if roles/positions were tied to outcomes, for example, the DDG (not a name, a position). That’s the way it’s got to be. This way, the way this is, there are no consequences. Because it’s not embedded in process, this way, it comes down to an individual’s approach/interest in delivering on the RAP (Stakeholder consultation, 2018).

For the specific deliverables within the RAP it is a much greater challenge to meet these as the accountabilities and sphere of influence are varied. Whilst the RAP team has a reporting line, there has been no employment and training champion here to influence better outcomes (Stakeholder consultation, 2018).

Some stakeholders reported that the human element to what has been achieved for Aboriginal and Torres Strait Islander peoples around employment and training opportunities could easily be overlooked when focusing too much on numbers when measuring success. For example, stakeholders stressed the immense personal development and enhanced skills levels trainees have achieved and how their participation in the workforce has contributed towards greater cultural and self-awareness across the organisations more broadly.

During the consultation phase, stakeholders reported that Grocon were putting out tenders for the post-GC2018 refurbishment of the Parklands and were developing Indigenous Participation Plans for this next phase to ensure continued employment opportunities for Aboriginal and Torres Strait Islander peoples. This suggests that some organisations are applying learnings from their GC2018 RAP experience to address the employment challenges.



Indigenous trainees

Brisbane City Council (BCC) supported 10 Indigenous trainees under the 12-month GC2018 First Start traineeship program¹². The Gold Coast 2018 Commonwealth Games First Start Trainee Program was a joint initiative funded by the Australian Government and the Queensland State Government and was hosted by BCC. BCC provided coordination, support, personal development, and assistance to the Indigenous trainees with their studies, career coaching and support with life skills.

Since the commencement of the program, the trainees had attended and worked at the Meeanjin Markets, Skylore Indigenous Astronomy and the Women of the World events held in Brisbane during GC2018. The trainees were able to provide customer service, survey attendees and hands-on support for the stall owners.

Moving forward, the program aims to enable the trainees to take control of their careers and work towards refining their skills in areas that interest them. BCC have reported that they will continue to build and refine the trainees' skills by exposing them to a range of different tasks, training and business areas, enabling them to complete their training and potentially build a career within the organisation.

CoGC also reported¹³ supporting 10 Indigenous trainees under the GC2018 First Start traineeship program. In addition to the combined State and Federal funding, CoGC contributed additional funds for trainees to attend Horses Helping Humans, a personal and self-development program designed to add value to their trainee experience and further prepare them for entry into the workforce.

¹² RAP Implementation Team Monthly Agency Report. 4 June 2018. Brisbane City Council.

¹³ RAP Implementation Team Agency Report. 29 June 2018. City of Gold Coast – Arts and Culture/People and Culture.

Indigenous Volunteer Support Program

The Indigenous Volunteer Support Program (IVSP) was a partnership between OCG, GOLDOC and the Queensland Police Citizens Youth Club's (PCYC) Indigenous Programs Development Unit to support Aboriginal and Torres Strait Islander peoples from remote and regional communities to successfully participate as volunteers in the GC2018 Games Shapers Volunteer Program. Through the IVSP, 74 applications were made by Aboriginal and Torres Strait Islander peoples.

Of these, 68 were offered an interview. Stakeholders reported applicants were offered interviews based on their skills and experience, especially volunteering experience. Some applicants withdrew part way through the process, and stakeholders reported reasons for withdrawing included: eligibility requirements; criminal history checks; family/other commitments, travel concerns (some would be leaving their community for the first time); and technological challenges with the online application process.

Following the interview process, 31 IVSP applicants were offered a role within the GC2018 Games Shapers Volunteer Program. Ultimately, 28 Aboriginal and Torres Strait Islander peoples from across Queensland participated in the GC2018 Game Shapers Volunteer Program directly through IVSP. Indigenous representation in the GC2018 IVSP made up a small proportion of the 225 Aboriginal and Torres Strait Islander peoples who volunteered for GC2018.

TAFE Queensland was contracted by GOLDOC to train all GC2018 volunteers (approximately 15,000 overall). Training was delivered face-to-face and on-line and included a strong Indigenous theme.

TAFE are responsible for training the 11,000 or so volunteers and we've developed training materials for them (i.e. on-line and face-to-face). We ran a volunteers' orientation session – this was a large-scale event at the Convention Centre. There is a strong Indigenous theme that runs through the training. The RAP has influenced the training – for example, Banaam and their cultural intelligence training has been rolled out (Stakeholder consultation, 2018).

It was not within the scope of this evaluation to speak directly with individuals who have volunteered through the IVSP but stakeholders reported that some Aboriginal and Torres Strait Islander IVSP participants wrote positive testimonials post-GC2018 and described their volunteering experience as “incredible”.

Aboriginal and Torres Strait Islander volunteers connected to culture, to people with similar interests. Overall, they had an incredible experience and many recognised that this was truly a once in a lifetime opportunity and that was a draw for them (Stakeholder consultation, 2018).

Stakeholders reported that despite these successes, the IVSP would have benefited from timely implementation of processes and budgets, and early commitment and guidance around the level of support available for Aboriginal and Torres Strait Islander volunteers to better address the challenges faced in engaging with regional and remote communities across Queensland.





5.3 Healthy and active, and other RAP initiatives

Key outcomes in the RAP relating to increased Aboriginal and Torres Strait Islander participation in healthy and active lifestyle initiatives included:

- Community and school-based initiatives which increase Aboriginal and Torres Strait Islander peoples' participation in sporting activities and healthy lifestyle choices
- Healthy and active lifestyle programs.

Stakeholders identified several indicators of success around participation in healthy and active lifestyle initiatives for Aboriginal and Torres Strait Islander peoples.¹⁴ These included:

- Partners report that key activities have been successfully undertaken
- Evidence that any relevant targets/milestones have been achieved
- Community members report awareness and take up of healthy and active lifestyle programs
- Stakeholders report successful delivery and uptake of healthy and active lifestyle initiatives.

Key Findings: Healthy and active, and other RAP initiatives

Key partners reported that a range of community and school-based initiatives which increase Aboriginal and Torres Strait Islander peoples' participation in sporting activities and healthy lifestyle choices were successfully delivered in the run up to, during and post GC2018. RAP-specific initiatives included the Diabetes Queensland project and the Deadly Choices Commonwealth Games Sports program. In addition to the RAP-specific initiatives, 13 NGOs and other organisations delivered programs under OCG's Embracing 2018 Healthy and Active Program. Stakeholders reported successful uptake of these activities.

The Department of Education also reported facilitating and/or implementing activities to include Aboriginal and Torres Strait Islander students across Queensland to participate in GC2018 activities led by GOLDOC. The Australian Government's Office for Sport, Department of Health reported working with OCG to deliver three projects specifically targeted at Indigenous youth as part of the Embracing 2018 Healthy and Active Program.

¹⁴ Evaluation Plan for the Gold Coast 2018 Commonwealth Games Reconciliation Action Plan. 18 January 2018.

RAP-specific initiatives

As a key priority within the GC2018 RAP, OCG funded a Diabetes Queensland project targeted at Aboriginal and Torres Strait Islander adolescents at a key life stage where they experience great personal change including physical development.

The aim of the program was to provide an environment for young people to improve their health literacy, gain an understanding of how to make healthy choices and identify and address health issues early. The aim was for participants to understand that living a healthy lifestyle can prevent the onset of diabetes mellitus. The diabetes education sessions were tailored towards raising awareness of the risk of diabetes and to challenge the perception that diabetes is normal in Aboriginal and Torres Strait Islander communities.

The three phases of the program included: planning and engagement with schools to participate in the program; delivery of a face-to-face interactive component of approximately 45 minutes after school education sessions based on movement and music (students were guided by an Aboriginal and Torres Strait Islander Diabetes Educator and Project Support Officer); and, consultations with students around the development of appropriate diabetes-related resources.

Reported¹⁵ program outcomes included:

- Increased awareness among Aboriginal and Torres Strait Islander young people of the preventable nature of type 2 diabetes
- Increased awareness of the preventable nature of type 2 diabetes among the broader Aboriginal and Torres Strait Islander community through sharing information with family and others
- Enhanced relationships between Diabetes Queensland and schools, health providers and local community organisations.

The project took place within 10 Queensland high schools and one vocational training facility with high numbers of Aboriginal and Torres Strait Islander students. Two of these schools were located in regional Queensland, with the remainder located in South East Queensland. Approximately 200 students participated in the program.

OCG also partnered with the Institute for Urban Indigenous Health to deliver a series of four events through the Deadly Choices Commonwealth Games Sports program. These events provided an opportunity for young and older Aboriginal and Torres Strait Islander peoples an opportunity to participate in games and sports, and included the provision of health and nutrition information.

The program included three sporting events and one charity event, delivered as a pilot initiative in South East Queensland. Events included:

- Seniors Games and Seniors Games Awards Dinner
- Charity Breakfast with Anna Meares
- Deadly Choices – Little Deadlies
- Deadly Choices – Young Deadlies



¹⁵ Work Package Plan (v4). 12 December 2017. Diabetes Queensland Program. Diabetes Queensland.

Other initiatives

In addition to the RAP-specific initiatives, reporting from OCG demonstrated that a range of activities and programs were delivered relating to increasing Aboriginal and Torres Strait Islander participation in healthy lifestyle initiatives.

Thirteen NGOs and other organisations received approximately \$360,000 in grants from OCG's Embracing 2018 Healthy and Active Program which supported RAP-related outcomes for Aboriginal and Torres Strait Islander communities (Table 1 provides an overview of the programs funded).

Overall, whilst stakeholders reported that there had been no challenges in meeting healthy and active RAP objectives, they believed that the actions/deliverables could have been set a year earlier to allow more time to forge partnerships with NGOs/organisations and progress programs to the point of delivery in time for the GC2018.

Table 1: Programs funded through Embracing 2018 Healthy and Active Program

| Program | Project Title | Brief Project Description | Funded Organisation |
|------------------------------|--|--|--|
| Embracing 2018 Sports Grants | Midnight Basketball | Weekly basketball program over 30 weeks for Aboriginal and Torres Strait Islander youth (aged 10-18 years) to encourage healthy lifestyle choices in a safe and positive environment in Cairns. | Queensland Basketball Association Inc. |
| Embracing 2018 Sports Grants | Remote and Indigenous Hockey Program | Pathways to the Commonwealth Games - a 6-8-week introductory hockey program in North West, Far North, Central and South West regions leading to a new regional competition in each region and pathways to state level competition opportunities. | Hockey Queensland Inc. |
| Embracing 2018 Sports Grants | Indigenous Advancement Program | Participation, pathway and capacity building opportunities in netball for Indigenous women and girls in St George, Cunnamulla and Charleville. | Queensland Netball Association Inc. |
| Embracing 2018 Sports Grants | Queensland Rugby VIVA7s Indigenous Community Project | Non-contact rugby sevens program for females in four Indigenous communities. | Queensland Rugby Union Ltd |
| Game On Queensland | 3X3 Reconciliation Basketball Tournament | The Cairns 3X3 Reconciliation Basketball Tournament engages youth, disadvantaged groups, Indigenous and open age competitors from across the region to come out and compete in an organised knock out style tournament. The Tournament provides competitions across the following divisions in both male and female brackets: under 15s; under 18s; and Opens. Players are offered a playing uniform and water bottle. | Cairns Regional Council |
| Game On Queensland | Fitness and Fun for All Ages | Fitness program in Mapoon in a partnership with PCYC, Queensland Health, Apunipima and My Pathway that engages the whole community in a healthy and active fitness program to be held at the brand-new Mapoon fitness centre. | Mapoon Aboriginal Council |
| Game On Queensland | Yarrie Games 'No shame, be game' | YarrieGames was held in July 2018 in Yarrabah as the culmination of an 18.5-week training, coaching and sports introductory period. Open to all members of the community, the program focussed on two areas of skill development: Indigenous cultural sporting activities (e.g. spear throwing); and learning new semi-structured sports e.g. swimming, running (50m and 100m sprint, 5km and 10km marathon, cross country), track and field events (shot put, high jump, long jump and discus). | Yarrabah Aboriginal Shire Council and partners |

| Program | Project Title | Brief Project Description | Funded Organisation |
|------------------------|--|--|--|
| Game On Queensland | Deadly Futures Sports Carnival - Palm Island | As a part of Palm Island's 2018 Centenary program the Palm Island community in partnership with the Council hosted a 2-day event. A forum and careers expo was held on 7 June 2018. This project focused on the second day of the event - the Sports Carnival on 8 June 2018. The event included invitations to schools in Townsville to compete in netball and rugby league competitions; stalls at the carnival promoting active lifestyles and empowering people to increase control over, and to improve, their health. Cathy Freeman and Matt Bowen attended as celebrity indigenous athletes. | Palm Island Aboriginal Council |
| Game On Queensland | Mitchell Fitness Classes | Fitness and swim classes and walking group activities aimed at the Mitchell and district community. The program employed a local personal trainer/fitness instructor to deliver workshops to residents of Mitchell and the surrounding smaller rural districts of Mungallala, Amby and Dunkeld. | Maranoa Regional Council |
| Get Out, Get Active | Mitchell Fitness Classes | 12-week Tai Chi for diabetics program, two awareness sessions and volunteer training and mentoring to support inactive Indigenous women at Mackay and Townsville. | Tai Chi for Health North Queensland Association Incorporated |
| | | Two, eight-week multi-sport programs and one multicultural youth games event to support Aboriginal and Torres Strait Islander and Culturally and Linguistically diverse inactive women and girls at Logan | Southern Steelers Sports Inc |
| QRU Indigenous Bursary | QRU Indigenous Jersey Design Bursary | Two indigenous women were awarded a training and education bursary to the value of \$2000 each in 2017 and 2018 for the winning design of the QRU Indigenous Round Jersey. Queensland Rugby Union (QRU) partnered with the Embracing 2018 Legacy Program to provide two bursaries under the Queensland Reds Indigenous Program. | Queensland Rugby Union Ltd |
| Diamond Spirit | Diamond Spirit - Cairns and Ipswich | <p>The Netball Queensland Diamond Spirit program provides participation, pathway, capacity building and education opportunities targeted at Indigenous women and girls. At its highest level, Diamond Spirit has three modules:</p> <ol style="list-style-type: none"> 1) Engage – Focus on delivering participation and pathway opportunities (remote) 2) Empower – Focus on building capacity in remote communities (remote) 3) Educate – Focus on increasing school attendance and education outcomes (regional). <p>OCG funding is to complete the 'Educate' module of the Diamond Spirit Program in Ipswich and Cairns. The Educate module aims to provide mentoring support, encouragement and motivation for Aboriginal and Torres Strait Islander female students in years 7 to 12 to encourage them to achieve maximum school attendance, effort and behaviour as well as Year 12 certification.</p> | Netball Queensland |



Other opportunities – Engage Aboriginal and Torres Strait Islander young people through GC2018

The Department of Education reported¹⁶ facilitating opportunities through the Embracing 2018 Global Education Program to include Aboriginal and Torres Strait Islander students across Queensland to participate in GC2018 activities led by GOLDOC. This included launching the GC2018 Embrace Learning website in August 2017 as part of the Global Education Program.

A number of promotional activities helped increase engagement and introduce GC2018 into the classroom for all Queensland state school students, including Aboriginal and Torres Strait Islander students. The website featured Indigenous athletes and projects focusing on Aboriginal and Torres Strait Islander culture. Between August 2017-April 2018, The Department of Education reported 88,240 website visits.

The Australian Government's Office for Sport, Department of Health (OFS DOH) reported¹⁷ working with the Legacy Programs and the Aboriginal and Torres Strait Islander Programs teams at OCG who manage the delivery of the Embracing 2018 Healthy and Active Program to deliver three projects that have specifically targeted Indigenous youth:

- The Duke of Edinburgh's International Award
- Game On Queensland
- Queensland Rugby Union - Indigenous Jersey Bursary.

¹⁶ RAP Implementation Team Monthly Agency Report. 12 June 2018. Department of Education.

¹⁷ RAP Implementation Team Monthly Agency Report. 4 June 2018. Office for Sport, Department of Health (Australian Government).



OCG provided funding to the Queensland Rugby Union (QRU) to fund two bursaries¹⁸ (one in 2017 and one in 2018 with QRU matching the contribution) for Indigenous design students to create an Indigenous artwork that was intended for display on the Queensland Reds jersey for the Indigenous Round.

Two Indigenous young people were granted the bursaries for the 2017 and 2018 rounds. Recipients used the bursaries for a combination of art and education expenses.

See My Story art project was an opportunity for young people in detention, as well as those who have come in contact with the justice system, to participate in a GC2018 RAP-related initiative (further details in section 7.1).



¹⁸ Legacy Project Evaluation Report. 12 June 2018. Queensland Rugby Union – Indigenous Jersey Bursary. Office of the Commonwealth Games.



6. Relationships

The second theme of the RAP was relationships, which included a range of activities designed to build lasting, meaningful relationships with Aboriginal and Torres Strait Islander peoples and community.

6.1 Improved connections and engagement

The GC2018 RAP set out to improve connections with Aboriginal and Torres Strait Islander communities. These activities included:

- Activities to engage Aboriginal and Torres Strait Islander communities including promotion of GC2018 progress, activities and opportunities to Aboriginal and Torres Strait Islander communities e.g. a quarterly newsletter and community information sessions
- Promotion of the RAP to raise awareness.
- Promoting Aboriginal and Torres Strait Islander athletes' participation in GC2018 as well as involvement in previous Games
- Encouraging other organisations to develop RAPs (including local governments)
- Promotion of National Reconciliation Week within OCG/GOLDOC and partner agencies and other organisations
- Promotion of reconciliation in schools through the Global Education Program and Narragunnawali: Reconciliation in Schools and Early Learning Program. Funding was provided to primary schools (up to \$5,000) for projects that promote reconciliation
- Monitoring progress of implementation of the RAP including through the active involvement of the Indigenous Working Group and YEAG.

Stakeholders identified several indicators of success around improved connections with Aboriginal and Torres Strait Islander communities.¹⁹ These included:

- Partners report that key activities have been successfully undertaken
- Evidence that any relevant targets/milestones have been achieved
- Community members are aware of RAP activities and commitments and have had opportunities to inform and engage with development and implementation of the RAP
- Evidence that Games partners and other external organisations have developed RAPs as a result of awareness/involvement in the GC2018 RAP
- GOLDOC/OCG staff, stakeholders and community members report increase in recognition and participation in events relating to National Reconciliation Week (NRW).

¹⁹ Evaluation Plan for the Gold Coast 2018 Commonwealth Games Reconciliation Action Plan. 18 January 2018.



Key Findings: Improved connections and engagement

A range of activities were successfully undertaken to connect and engage with Aboriginal and Torres Strait Islander communities in GC2018. For example, leading up to and during GC2018, GOLDOC developed and collaborated with two consultation groups, the YEAG and IWG, both of whom were pivotal in providing support, feedback and cultural guidance to the delivery of the RAP. OCG carried out a number of community consultations throughout Queensland in the lead-up to the Games. Significant consultation was also undertaken with the wider Indigenous community for Aboriginal and Torres Strait Islander participation in the Opening Ceremony, Festival 2018 and other activities.

As part of the GC2018 Official Ambassadors program, GOLDOC appointed five Aboriginal and Torres Strait Islander Ambassadors, all of whom helped to build an international media profile for GC2018 and contributed to the cultural, community and reconciliation focus of GC2018. An enduring reconciliation legacy of the GC2018 RAP is the Reconciliation in Queensland Schools initiative. Over 48 schools throughout Queensland received funding to promote through cultural understanding and respect for Aboriginal and Torres Strait Islander cultures. Furthermore, the GC2018 RAP inspired an increased recognition and participation in events relating to National Reconciliation Week and NAIDOC week for partner organisations. Some stakeholders reported supporting staff to participate in NRW and NAIDOC week events for the first time and embedding ongoing, annual activities within the organisation that recognise and celebrate dates of significance.

Despite these achievements, there were lower levels of awareness of the RAP among some Traditional Owner groups and their communities particularly in host cities outside of the Gold Coast. Although efforts were taken to engage these groups in the development and implementation of the RAP, this had not always been possible, particularly within the timeframes partners were working towards. Some stakeholders identified that ideally more could have been done to engage communities in the RAP process and to raise awareness of the RAP and this would be an important consideration for the development of similar RAP processes in the future.

Consultation activities with Aboriginal and Torres Strait Islander communities

GOLDOC's RAP commitment to Aboriginal and Torres Strait Islander engagement, inclusion and participation was provided through the development of two consultation groups, the YEAG and IWG.

These groups, together with the GOLDOC RAP team were pivotal in providing support, feedback and cultural guidance to the delivery of the GC2018 RAP and in event planning and delivery of Aboriginal and Torres Strait Islander participation in broader GC2018 activities

During consultations, stakeholders also commented that the inclusion and participation of Elders and Traditional Owners in decision-making on Aboriginal and Torres Strait peoples' representation and involvement in GC2018 yielded positive benefits for Aboriginal and Torres Strait Islander communities in Australia and the broader international community.

Overall, the [involvement and engagement with] IWG and YEAG have been a positive experience. They are a form of external guidance to provide internal advice. IWG have an influence to implement activities as Traditional Owners. It's necessary to have a group like that. Incorporating the advisory group and working group as a conduit between GOLDOC and community has benefited the whole process. GOLDOC has also been a conduit to support the IWG (Stakeholder consultation, 2018).

I'm aware of the two reference groups established by GOLDOC - the Indigenous Working Group (IWG) and Elders Advisory Group (YEAG). I feel there has been a genuine effort to improve relationships with community. To work closely with those who can speak for their country, history and culture and how it is showcased to the world. It has been a very deliberate choice to feature Indigenous culture as part of the organising and running of the Games (Stakeholder consultation, 2018).

The broader community is being encouraged to embrace Indigenous culture on a global scale. The benefits, in some instances, may be short-lived for the duration of the Games and financial only but there will also be legacy stories for individuals and community. Not all TOs [Traditional Owners] have embraced GC2018 but for the greater majority it has united members within the local community in a positive way (Stakeholder consultation, 2018).

I believe a lot of good has come from the Games for my mob and for Indigenous people across this nation and for all other nations (Stakeholder consultation, 2018).

Stakeholders reported that GOLDOC are funding the IWG and YEAG as a recognised, collective group to continue working together to support the Yugambeh community post-GC2018 and that this will be an ongoing legacy of the RAP.

OCG reported²⁰ on their community consultation process that included community information sessions in various locations throughout Queensland. The key objectives of the community sessions were to: engage with the Aboriginal and Torres Strait Islander community in a culturally appropriate manner that is open, transparent and participatory; provide a conduit for effective communication between OCG and the Aboriginal and Torres Strait Islander community; increase awareness of GC2018 RAP opportunities and initiatives; and share and disseminate information in an effective manner with the Aboriginal and Torres Strait Islander community.

²⁰ Legacy Project Evaluation Report. 2 July 2018. Aboriginal and Torres Strait Islander Community Engagement Plan. Office of the Commonwealth Games.

Some stakeholders suggested that with increased resources, OCG could have undertaken more comprehensive engagement with Aboriginal and Torres Strait Islander communities. Although efforts were taken to engage with Traditional Owner groups across the host cities this was not always possible, particularly within the timeframes partners were working towards.

Some stakeholders also highlighted the importance of allocating sufficient, dedicated resources to achieving activities in the RAP. They stressed that for similar RAPs in the future, it would be important to develop and agree on a budget for the RAP as early as possible to ensure that resources were available to implement strategies.

Championing and promoting a RAP at the senior levels has been identified as a key indicator of an organisation's commitment to strengthening capacity to develop culturally appropriate policies, programs and projects that embed respectful, long-term engagement with Aboriginal and Torres Strait Islander peoples and communities. For the GC2018 RAP partner organisations, senior level commitment was secured through the GOLDOC Board of Directors and the Queensland Government's Tourism and Commonwealth Games Cabinet Committee approval of the GC2018 RAP. There was consensus across the consultations that strong senior level leadership across the partner organisations would have contributed towards higher levels of staff motivation to engage with the RAP.

There was no senior government leadership or ownership, hence no one owning the project and/or the commitments in the RAP. It was left to the project officers to lead and manage each of their projects and that was often with no resources and no support (Stakeholder consultation, 2018).

A negative from the RAP is how the organisation has not informed all staff of the general outcomes and more importantly not highlighted outstanding contributions. Whilst the standard information and communications has been regularly provided the recognition of individuals within the organisation could have been better acknowledged and highlighted where their work clearly resulted in good outcomes for Indigenous people. It could have generated more interest in Indigenous people and culture across the organisation (Stakeholder consultation, 2018).





Engagement activities with Aboriginal and Torres Strait Islander communities

Throughout the consultations, stakeholders identified a number of other engagement activities and programs with Aboriginal and Torres Strait Islander communities.

For example, during GC2018 the inaugural Meeanjin Markets delivered a platform for Aboriginal and Torres Strait Islander arts, culture, tourism, hospitality and other businesses to put the knowledge and skills acquired under the Creating Tracks program into practice (all Meeanjin Markets stallholders participated in Creating Tracks).

Meeanjin Markets engaged 59 Aboriginal and Torres Strait Islander businesses, including 36 businesses selling products at the event. An estimated 10,000 people visited the markets, with visitors spending over \$60,000. Stallholder survey results indicate that 74 percent of stallholders strongly agreed that the markets gave them new skills, training, experience and an opportunity to develop networks that will help with their business.²¹

Stakeholders reported that the relationships that had developed with the OCG Aboriginal and Torres Strait Islander Programs team created the possibility for the Meeanjin Markets to happen and that the Markets will continue as a legacy project of the RAP.

From mid-2018, it is envisioned that DATSIP will provide oversight and guidance to SEQICC, supporting the transition of the Meeanjin Markets from a pilot event during GC2018 to a self-sustaining annual event.

The RAP has been fantastic. We've got the markets and also I feel that the RAP has given us a bigger sense / bigger opportunities to meet and network with other Indigenous businesses. That's a legacy from the RAP ... opportunities to travel and connect with people (Stakeholder consultation, 2018).

In more detailed reporting, BCC reported²² against a range of deliverables as part of Festival 2018, including:

- BCC acknowledged the important role Aboriginal and Torres Strait Islander peoples play in Brisbane's history, as well as in the creative community. Festival 2018 delivered a large proportion of Aboriginal and Torres Strait Islander content. Out of a total of 109 events, 43 events had Aboriginal and Torres Strait Islander content, equating to 39 per cent of all program content. This content aimed to promote cultural awareness, understanding, education and appreciation of culture through the telling of local Brisbane and national histories and stories
- In recognising the significance of the Festival Hub, the Cultural Forecourt, Festival 2018 installed a Meeanjin sign adjacent to the existing Brisbane sign. Meeanjin is the traditional name for the spike of land on which central Brisbane sits, along the Maiwar (Brisbane River)

²¹ Legacy Project Evaluation Report. 18 June 2018. Meeanjin Markets. SEQICC.

²² RAP Implementation Team Monthly Agency Report. 4 June 2018. Brisbane City Council.

- Blak Friday, held on Friday 13 April was dedicated to Aboriginal and Torres Strait Islander peoples showcasing a Blak Out – a blak out is a reference to a large gathering of Aboriginal and Torres Strait Islander peoples. In addition, Tuesday 10 April saw the spotlight on the Torres Strait featuring a range of Torres Strait Islander artists including Malu Kiai Mura Buia Dance Company, Luke Daniel Peacock, The Verandah ChiX and Mau Power
- An Aboriginal and Torres Strait Islander street art collective, Land Writers, installed a mural promoting cross-cultural dialogue and understanding, featuring hands spelling out 'Treaty' in Auslan sign language located in the carriageway of 181 George Street, Brisbane City. The project was a collaboration between Festival 2018 and Brisbane Street Art Festival.

Improved connections with Aboriginal and Torres Strait Islander communities in the run up to, and during GC2018 was also achieved by the Queensland Police Service (QPS) allocating two officers to engage with Aboriginal and Torres Strait Islander peoples, including Traditional Owner groups.

QPS reported a closer working relationship and ongoing liaison with Aboriginal and Torres Strait Islander peoples as a result.²³ It was reported that the RAP offered the impetus and direction for QPS to meet with Traditional Owner groups to gain broader understandings of cultural activities, traditional knowledge, protocols and practices.

From the outset, the RAP gained support from senior management to promote RAP actions we're responsible for. For us, the RAP was high on our agenda. It changed some behaviours through the leadership shown by senior management. Some staff also learnt about cultural and social differences and some are on a personal journey to learn more (Stakeholder consultation, 2018).

CoGC's Arts and Culture/People and Culture team reported²⁴ leveraging off opportunities associated with GC2018 to deliver the South Stradbroke Island Indigenous Artist Camp. The South Stradbroke Island Indigenous Artist Camp is an initiative of the CoGC and is one of the key projects designed for local Indigenous artists to learn more about how the arts industry works and what is required for artists to be at a professional level.

At the 2016 Artist Camp, industry guests including Circa (Creative Director for Festival 2018) and Jack Morton Worldwide (Ceremonies Production Company) representatives attended and worked with leading and emerging artists.

Amongst the many successful outcomes of the Artist Camp, two artists in particular continued to be engaged in the lead-up to and during the Games:

- Aboriginal artist Delvene-Cockatoo Collins designed the victory medals (gold, silver and bronze) and commemorative medal (provided to all athletes) for the Games (see Section 7.1.4 for further information). Through that commission, Delvene has put herself on the map as a successful emerging artist and also raised the profile of her community on Minjerribah. Delvene has also developed ongoing relationships between the local Gold Coast community and artists who were involved on the 2016 Artist Camp as an ongoing legacy
- The Parade Track for the opening ceremony was designed by Cairns-based artist Brian Robinson. A Public Art mentorship opportunity was provided for Gold Coast artist John Graham to collaborate and consult with Brian Robinson as part of John's creation of a permanent display at the entrance of the Gold Coast Sports and Leisure Centre in the Carrara Sports Precinct. The camp provided Brian with local knowledge and connections to local community.

The 2017 artist camp focussed on assisting the design process to progress into public art proposals. The key outcome was a public art commissioned work as part of Festival 2018, the GC2018 arts and culture program.

GOLDOC also reported on the Yabru First Nations welcome event that took place at Dreamworld Corroboree on 1 April 2018. The event displayed cultural exchange with nominated representatives from participating Commonwealth Games Associations and local Traditional Custodians. First Nation participation included 26 Nations with featured acknowledgements by Sri Lanka, Ghana, South Africa, Canada, Cook Islands and New Zealand. Representatives from CGF President and CEO, CGA delegates, State Government, GOLDOC and Reconciliation Australia were also present at the event.

²³ RAP Implementation Team Agency Report. 20 June 2018. Queensland Police Service.

²⁴ RAP Implementation team Agency Report. 29 June 2018. City of Gold Coast – Arts and Culture/People and Culture.



GC2018 Aboriginal and Torres Strait Islander Ambassador Patty Mills and the Yugambeh dancers

Promoting Aboriginal and Torres Strait Islander athletes' GC2018 participation

The Commonwealth Games traditionally appoint several official ambassadors. GC2018 Ambassadors were drawn from a range of fields to share their knowledge of the Gold Coast, Queensland, Australia and GC2018 with the world.

Ambassadors were integral to the successful delivery of GC2018 and their involvement helped to build an international media profile for GC2018 and generate interest in GC2018 milestone initiatives such as ticketing, merchandise, volunteering, and the Queen's Baton Relay. Other activities undertaken by Ambassadors included a significant cultural, community and reconciliation focus.

GC2018 Aboriginal and Torres Strait Islander Ambassadors included:

- Cathy Freeman OAM – the first female Aboriginal athlete to win gold at a Commonwealth Games (Auckland 1990, aged 16) and winner of multiple medals at Commonwealth Games, Olympic Games and World Championships
- Patty Mills – three-time Olympian, NBA championship winner
- Shantelle Thompson – world champion in Brazilian Jiu-Jitsu and Australian wrestler, who is known as the 'Barkindji Warrior' in her community
- Taliqua Clancy – one of Australia's top beach volleyball players and the first Aboriginal woman to compete in Olympic beach volleyball at the 2016 Olympic Games in Brazil
- Brooke Peris – a senior member of the Hockeyroos and a mentor for the young girls coming through the ranks.



Encouraging other organisations to develop RAPs

Stakeholders reported that GC2018 will leave a lasting and meaningful legacy through the development of RAPs by other organisations and local governments as a result of the GC2018 RAP. Overall, stakeholders felt confident that many people who have had exposure to and/or responsibility for delivering on the GC2018 RAP will take their experiences into their next workplaces and will be champions and advocates of RAPs in the future.

It is worth noting that the Queensland Government launched a whole of government RAP during National Reconciliation Week 2018 and lessons from the implementation of the GC2018 RAP will be important in informing the delivery of RAP initiatives. One stakeholder believed that a long-term legacy of the GC2018 is to help other organisations to develop their own RAP.

GOLDOC employs over 1500 staff. These people will move onto other jobs in the future and will take with them what they have learnt about Aboriginal and Torres Strait Islander cultures to their new workplace, which in turn will have a positive influence on social change (Stakeholder consultation, 2018).

One long-term legacy of the RAP is to help others with theirs. This RAP has international reach with other countries taking an interest in developing a RAP. This is the first event with a focus on Indigenous participation, where previously Indigenous participation has been restricted to ceremonies and arts and culture. The RAP is raising the integrity of Aboriginal culture within Australian culture. Increasing national pride in Indigenous culture (Stakeholder consultation, 2018).



Promotion of National Reconciliation Week

Several stakeholders reported that the RAP provided the impetus for their department/agencies' participation in National Reconciliation Week (NRW) and National NAIDOC Week events. Some stakeholders reported supporting staff to participate in NRW and NAIDOC Week events for the first time and embedding ongoing, annual activities within the organisation that recognise and celebrate dates of significance.

Examples of promotion and participation included:

- During National Reconciliation Week and NAIDOC Week in 2016 and 2017, GOLDOC supported cultural celebrations by holding stalls at community events. As well for NRW, GOLDOC hosted a 'Kapmauri' lunch experience – a traditional cooking method used in the Torres Strait Islanders for of all their workforce to enjoy
- OCG reported²⁵ the development and distribution of NRW promotional material to encourage government agencies and games partners to participate in NRW
- Delivery of two internal NRW events
 - Bush Tucker presentation and morning tea provided to all DTESB staff by Dale Chapman, Aboriginal Chef, Co-owner of First Food Company. First Food Company provided morning tea utilising bush tucker ingredients
 - Weaving Workshop – Sonja Carmichael, a Quandamooka woman from Stradbroke Island, ran a workshop on traditional weaving techniques for DTESB staff. Weaving creations were then displayed in the foyer of OCG
- During National NAIDOC Week 2017, DATSIP reported²⁶:
 - Supporting and participating in a NRW breakfast with catering and dance troupe provided through the Preston Campbell Foundation. An Indigenous photographer was contracted for the event
 - Hosting a display in the 1 William Street foyer
 - Facilitating a whole-of-government flag raising ceremony to launch National NAIDOC week
 - DATSIP staff were invited to participate in a History Walk to visit the sites of significance around the inner city of Brisbane
 - DATSIP staff were invited to a screening of Cherbourg Domo Boys – a short film providing an insight into the lives of some of the boys who lived in the Cherbourg Boys Dormitory (1910-1982)
 - Hosting a stall at Musgrave Park during NAIDOC Week.
- The Department of Education reported once again having a marquee at NAIDOC's Family Fun Day on Friday 13 July, Musgrave Park²⁷

²⁵ Legacy project Evaluation Report. July 2018. Cultural Capability. Office of the Commonwealth Games

²⁶ RAP Implementation Team Agency Report. 30 May 2018. DATSIP.

²⁷ RAP Implementation Team Monthly Agency Report. 12 June 2018. Department of Education.

- Arts Queensland reported that their website showcases case studies and blog posts celebrating NAIDOC, Queensland Art Gallery of Modern Art (QAGOMA) Children’s Art Centre presented a free public activity as part of the Musgrave Park Family Fund Day during NAIDOC Week²⁸
- Department of Employment, Small Business and Training reported their intention to participate in the NAIDOC Family Fun Day at Musgrave Park with a stall to promote tools and resources of the Office of Small Business to support Aboriginal and Torres Strait Islander peoples to start and grow their own businesses²⁹
- CoGC – Arts and Culture/People and Culture reported embedding key messages for staff to acknowledge NAIDOC Week and its importance through desk top banners and intranet home page banners³⁰
- CoGC – Arts and Culture/People and Culture reported collaborating with Home of the Art’s monthly Dancing on the Green to stage a NAIDOC themed event focusing on Indigenous dance and music. Some of the visual arts programs and projects that took place in Festival 2018 also had a second opportunity to showcase their wares and crafts at this event. Furthermore, People and Culture hosted an Indigenous event in the Bundall precinct for internal staff, the purpose of which is to raise awareness of the diversity of Aboriginal and Torres Strait Islander cultures³¹
- OFS DOH reported that NAIDOC Week is celebrated with a variety of activities, including the Secretary’s NAIDOC Awards, presented to individuals and teams within the Department of Health that recognise their contribution and commitment to improving services and outcomes for Aboriginal and Torres Strait Islander peoples³²
- TEQ reported that staff were invited to attend the Musgrave Park Family Fun Day. TEQ also contracted an Aboriginal business to deliver art classes for all Head Office staff.³³



28 RAP Implementation Team Monthly Agency Report. 11 June 2018. Arts Queensland.

29 RAP Implementation Team Monthly Agency Report. 13 June 2016. Department of Employment, Small Business and Training.

30 RAP Implementation Team Monthly Agency Report. 29 June 2018. City of Gold Coast - Arts and Culture/People and Culture.

31 RAP Implementation Team Monthly Agency Report. 29 June 2018. City of Gold Coast - Arts and Culture/People and Culture.

32 RAP Implementation Team Monthly Agency Report. 4 June 2018. Office for Sport, Department of Health (Australian Government)

33 RAP Implementation Team Monthly Agency Report. 4 June 2016. Tourism and Events Queensland.



Promotion of reconciliation in schools

Many stakeholders reported that one of the most enduring legacies of the GC2018 RAP is the Reconciliation in Queensland Schools (RIQS) initiative.

The initiative provided grants of up to \$5000 for projects that promote reconciliation through cultural understanding and respect for Aboriginal and Torres Strait Islander cultures. Overall, 48 schools received funding. Examples of successful projects included:

- Focusing on stronger relationships between Aboriginal and Torres Strait Islander peoples and the broader Australian community through genuine and mutually beneficial engagement. For example,
 - Currajong State School developed the Journey to Big School: Our Language Matters program to connect the school with the community to support Aboriginal and Torres Strait Islander students of kindergarten age transition into the Currajong School community. Reciprocal visits between prep staff at the school and local 'feeder' kindergartens will occur. A story library for the Currajong School community will be developed that reflects languages of the local community and include books by Indigenous authors that share cultural knowledge. Community Elders will read to children in language and re-tell traditional stories. This will be recorded and become a digital resource for the story library.
- Increasing understanding of Aboriginal and Torres Strait Islander histories, languages and cultures through school-based learning activities. For example:
 - Runaway Bay Sports and Leadership Excellence Centre introduced an electronic Welcome to Country video resource that will be shown to 5000+ primary students each year
 - Cedar Creek State School developed a Yarning Garden that includes a yarning circle, Indigenous art and bush tucker garden that will be used by whole of school for cultural education.
- Acknowledging and celebrating the valuable contributions made by Aboriginal and Torres Strait Islander peoples. For example:
 - Harlaxton State School has produced a musical and video production with documentary style footage, dance, body painting and an Elder sharing cultural knowledge. The songs' theme is based around connection to culture. This is a collaborative project with Rockville State School
 - Burnside State School has developed a commemorative space recognising the role of service men and women in shaping our country and culture. The project will make visible the hidden histories from the local area and recognise the service men and women, and also the contribution of indigenous soldiers.
- Celebrating Aboriginal and Torres Strait Islander key dates and national events. For example:
 - Moranbah East State School has purchased flags and display stand, Indigenous Games kit with resources and plaque to acknowledge the Traditional Owners for NAIDOC Week celebrations
 - Oxley State School engaged Elders and Traditional Owners to develop a Reconciliation Song in Yuggera language. The song has been recorded with up to 30 students participating and promoted externally.

Reconciliation in Queensland Schools. This is a fantastic legacy and benefit. There has been nothing like this before. This is a great outcome and a highlight of the RAP/Games. It's magic having this RAP for a major event (Stakeholder consultation, 2018).

The Reconciliation in Queensland Schools grant is a massive example of the power of the RAP. Each school who participates gets \$5,000 towards their commitment to Indigenous culture and reconciliation. Reading positive news articles about schools adding a language program and participating in Reconciliation and NAIDOC weeks as well as National Apology Day and other RAP activities is inspiring enough for me to believe that the RAP is having positive outcomes throughout the community (Stakeholder consultation, 2018).

The Department of Education also reported³⁴ that they collaborated with OCG to promote and distribute information to schools about reconciliation, including the Reconciliation in Queensland Schools program.

The program has been communicated to regional education networks and external stakeholders such as the Queensland Teachers Union. In addition, the Global Education Program promoted the program through providing a link to the Narragunnawali News on the GC2018 Embrace learning website.

Monitoring progress of implementation of the RAP

One of the findings of this evaluation was that there were limited consistent monitoring and reporting processes implemented as part of the RAP process across the various partners.

Many stakeholders consulted as part of the evaluation commented on the fact that there were very few tangible targets in the RAP which created challenges for monitoring and reporting and was also a challenge for this evaluation.

Furthermore, comprehensive information about the delivery of RAP actions was only available towards the end of the evaluation. Stakeholders also reported that there was limited advice/guidance available through Reconciliation Australia around the development of tools as part of their oversight of the RAP.

Although OCG were responsible for monitoring progress of activities in the RAP, it was a challenge for them to obtain these progress reports from partners, particularly as they lacked the formal authority and accountability as outlined above. OCG recognised the challenges in the late provision of information and negotiated reasonable solutions to assist the evaluation.

³⁴ RAP Implementation Team Monthly Agency Report. 12 June 2018. Department of Education.



7. Respect

The third and final theme of the RAP related to respect, which included a wide range of activities designed to recognise, celebrate, respect and increase awareness of Aboriginal and Torres Strait Islander traditions, languages, cultures and histories.

7.1 Increased awareness of Aboriginal and Torres Strait Islander languages, cultures, histories

Key outcomes related to respect in the RAP included:

- Delivering cultural awareness training to OCG/ GOLDOC staff and other activities to improve cultural capability within these organisations
- Activities to promote cultural protocol throughout GC2018 functions and activities – including development of protocol documents
- OCG and GOLDOC holding NAIDOC events, encouraging staff to participate in events and encouraging partner organisations to organise events
- Activities to promote Aboriginal and Torres Strait Islander languages, cultures, foods and histories
- Celebrate and promote Aboriginal and Torres Strait Islander sports peoples and athletes participating in GC2018
- Explore opportunities to ensure Aboriginal and Torres Strait Islander peoples' cultures, histories and achievements is highlighted as part of GC2018 Ceremonies and Festival 2018 activities including merchandise.

Stakeholders identified several indicators of success around increased awareness of Aboriginal and Torres Strait Islander languages, cultures and histories.³⁵ These included:

- Partners report that key activities have been successfully undertaken.
- Evidence that any relevant targets/milestones have been achieved
- Community members report that Aboriginal and Torres Strait Islander language, cultures and histories have been actively promoted during the run up to the Games
- Community members report that their interactions with GC2018 partners have been respectful and culturally appropriate
- Non-Aboriginal GOLDOC/OCG staff report positive outcomes from cultural awareness training and improved awareness of Aboriginal and Torres Strait Islander language, cultures and histories
- Aboriginal and Torres Strait Islander staff report improvements in cultural capability of their organisations
- RAP Barometer survey demonstrates improvements in cultural capability of staff.

³⁵ Evaluation Plan for the Gold Coast 2018 Commonwealth Games Reconciliation Action Plan. 18 January 2018.



OCG and GOLDOC were commended by stakeholders for their vision in developing the RAP and in delivering a range of activities aimed at enhancing understanding and respect between Aboriginal and Torres Strait Islander peoples and the broader community. Many stakeholders also reported that the driving force behind the OCG Aboriginal and Torres Strait Islander Programs team was “their passion to make a difference” and contribute towards successful outcomes through utilising their individual skills. In 2018, OCG and GOLDOC were awarded the Premier’s Reconciliation Award for delivering the GC2018 Reconciliation Action Plan.

Key Findings: Increased awareness of Aboriginal and Torres Strait Islander languages, cultures and histories

A range of activities were successfully undertaken by OCG, GOLDOC and partner organisations to increase awareness of Aboriginal and Torres Strait Islander languages, cultures and histories. The GC2018 provided an international platform to recognise, celebrate and respect the traditions and the unique position of Aboriginal and Torres Strait Islander peoples as the Traditional Custodians of Australia.

Activities that took place at the organisational levels included: cultural awareness training for OCG and GOLDOC staff to improve cultural capability; activities to promote cultural protocol throughout GC2018 functions and activities including development of Acknowledgement of Country and Welcome to Country guidelines and processes; Welcome to Country/ Acknowledgement of Traditional Owners held at all major GC2018 events and public meetings; promotion of word of the week in traditional Yugambeh language and renaming of common spaces/ meeting rooms to incorporate Yugambeh names. The Opening Ceremony and Festival 2018 showcased Aboriginal and Torres Strait Islander languages, cultures and histories throughout. The Queen’s Baton Relay included inspiration of local Aboriginal culture and the GC2018 Games medals were designed by an Aboriginal artist.

Members of the YEAG and IWG reported that their interactions with GOLDOC and OCG staff were respectful and culturally appropriate and their participation in the GC2018 RAP and GC2018 more broadly was important and welcomed. In addition, cultural awareness training for GOLDOC and OCG staff was well received and recognised as having increased knowledge and understanding of Aboriginal and Torres Strait Islander cultures and of working effectively with Aboriginal and Torres Strait Islander communities.

Delivering cultural awareness training to OCG/GOLDOC staff

OCG reported³⁶ on several cultural capability training initiatives for OCG staff, as follows:

- 2015 – OCG Aboriginal and Torres Strait Islander Programs team ran Cultural awareness sessions called Respect, Reflect and Yarn to increase awareness of Aboriginal and Torres Strait Islander peoples and cultures
- 2015 – OCG joined GOLDOC for an all-day Cultural Capability training session facilitated by Banaam
- 2018 – Banaam provided cultural capability training for OCG staff including two Introductory Cultural Capability workshops and an Advanced Cultural Capability workshop.

After the Banaam Cultural Capability training in May 2018, OCG developed and delivered a staff survey to capture data about increased knowledge and cultural capability awareness across a range of domains. The survey reported³⁷ that there was a limited number of respondents participating in any past events or training hosted by the OCG Aboriginal and Torres Strait Islander Programs team. OCG reported that there had been a significant staff turnover in the 6-12 months prior to delivery of the survey.

However, OCG reported that 78 per cent of respondents who participated in any of the events or training hosted by the OCG Aboriginal and Torres Strait Islander Programs team felt that these events or training were very important in raising awareness, understanding and respect for Aboriginal and Torres Strait Islander cultures.

Responses from participants who attended the advanced Banaam workshops were also positive, indicating that the workshop increased their knowledge and understanding of Aboriginal and Torres Strait Islander cultures and of working effectively with Aboriginal and Torres Strait Islander communities.

GOLDOC also reported³⁸ on staff participating in cultural intelligence competency training provided by cultural service provider Banaam. Cultural awareness and information about the GC2018 RAP was included in the induction for all GOLDOC staff. By April 2018, more than 1,346 of GOLDOC's workforce had participated in the cultural intelligence sessions. With more than 50 members of GOLDOC's senior management attending an On Country cultural immersion experience held at Fingal Head New South Wales provided by Banaam. During consultations, some staff and volunteers who participated in the training reported an appreciation of the training, and an increased awareness of Indigenous culture as a result.

As an Aboriginal person having a sound knowledge of my culture I have been able to gain a lot more in this role, particularly through the cultural intelligence sessions with Banaam and through talking with Elders (Stakeholder consultation, 2018).

The RAP has been very successful – it is great to share stories with our mob, but also other walks of life. The Cultural Awareness sessions have been a great opportunity to advise everyone about Aboriginal and Torres Strait Islander culture and protocols (Stakeholder consultation, 2018).

One agency reported that cultural awareness training for staff was accelerated as a result of the RAP. The training was provided by Gilimbaa, a local Indigenous-owned training provider, and stakeholders reported a positive response to the training by staff.

Through participating in Aboriginal and Torres Strait Islander cultural awareness training, activities during NAIDOC Week and National Reconciliation Week, and employing an Aboriginal person as an intern, the staff here have had more interactions with Aboriginal and Torres Strait Islander people than ever before. This has benefitted the staff, the family and friends they have spoken with about their experiences, and the Indigenous people they have interacted with (Stakeholder consultation, 2018).

36 Legacy project Evaluation Report. July 2018. Cultural Capability. Office of the Commonwealth Games.

37 Legacy project Evaluation Report. July 2018. Cultural Capability. Office of the Commonwealth Games.

38 GC2018 GOLDOC RAP Outcomes Report. August 2018. GOLDOC.

Activities to promote cultural protocol throughout GC2018 functions and activities

OCG and GOLDOC promoted cultural protocol throughout GC2018 functions and activities, for example:

- Development of Acknowledgement of Country and Welcome to Country guidelines and processes
- Welcome to Country/Acknowledgement of Traditional Owners held at all major GC2018 events and public meetings, including:
 - Unveiling of GC2018 countdown clocks in all event cities
 - Skylore launch
 - Indigenous Volunteering Support Program.
 - Elders Welcome event before Opening Ceremony
 - Meeanjin Markets
 - In person Welcome to Country performed on first day of events. Welcome to Country videos for Brisbane, Townsville and Cairns were made to show on subsequent days
 - Welcome to Country for each event at Commonwealth House on Gold Coast
 - Cards that share an explanation and example wording for providing an Acknowledgement of Country were provided to each of the 15,000 Games volunteers and all OCG and DTESB staff

- Unveiling of 49 Acknowledgement of Traditional Owner plaques for communities along the Queen's Baton Relay route in Queensland
- Joining Yugambah elders from the host city Gold Coast, a group of Elders from the event cities of Brisbane, Townsville and Cairns were invited to attend the Opening Ceremony as guests of the Queensland Government.

As part of its commitment to reconciliation, GOLDOC acknowledged the importance of cultural responsibilities for its Aboriginal and Torres Strait Islander staff and volunteers. For example, cultural leave was incorporated into the employment conditions at GOLDOC.

Several examples of activities designed to promote cultural protocol were also provided during consultations with stakeholders. For example, many stakeholders reported that they had gained a better understanding of why and how a Welcome to Country and Acknowledgement of Country demonstrates respect for Traditional Owners and all Aboriginal and Torres Strait Islander peoples.

As Traditional Owners, doing Welcome to Country has made us more aware of the protocols around the Aboriginal and Torres Strait Islander cultures. Maybe the ceremonies such as smoking and dancing assists us in reconciliation (Stakeholder consultation, 2018).





Photo: Hagen Hopkins, Getty Images

Promotion of Aboriginal and Torres Strait Islander languages, cultures, and histories

GC2018 set a high standard as a truly inclusive ‘friendly games’, with cultural respect at its centre. Locally, the Games were referred to as the ‘jimbelong games’, using the traditional Yugambeh language word for ‘friend’. Furthermore, the GC2018 RAP shared an enormous platform to recognise, celebrate and respect the traditions and the unique position of Aboriginal and Torres Strait Islander peoples as the Traditional Custodians of Australia.

Through the RAP many of these cultural elements were embedded across Games activities to increase learning, understanding and awareness of Australia’s First Peoples. Some of the highlights included the following initiatives:

- **The Games mascot, Borobi**, promoted cultural awareness through his name (‘borobi’ meaning ‘koala’ in the Yugambeh Language) and his distinctive paw prints, which were created by artist Chern’ee Sutton, whose heritage lies with the Kalkadoon people of Mount Isa. Borobi’s paws represent each country of the Commonwealth in the campsites or meeting places that appear on his feet, with GC2018 represented as the main campsite and including a male and female athlete. On Borobi’s hands, the wavy lines of the finger tips represent the 11 days of competition, and the scattered dots represent spectators from all over the world.
- **A fingerprint artwork project** at the GC2018 Volunteer Selection Centre was created with contributions from volunteer applicants, Games organisers and media. The painting was coordinated by Aboriginal artist Chern’ee Sutton. It features Australian native animals and the footprints of Games mascot Borobi. The painting was featured in the Athletes’ Village during the Games.
- **Team Scotland collaborated with Aboriginal artist Leeton Lee** to create an original artwork to be used across the team’s brand promotional materials. Team Scotland prepares for each Commonwealth Games with an image that reflects the host country’s culture and the spirit of the ‘friendly games’. Their artwork for GC2018 helped Team Scotland to acknowledge and show their respect for Aboriginal and Torres Strait Islander peoples. This initiative helped to extend cultural awareness across the nations and territories participating at GC2018. In partnership with Jacaru Australia, Leeton Lee’s artwork was also incorporated the official GC2018 merchandise range.

GOLDOC and OCG also reported additional achievements aimed at increasing cultural awareness and capability during the 12-days of the Games through:

- Inclusion of in-person Welcome to Country activities key games events such as Mountain Bike, Swimming, Athletics, Beach Volleyball, Netball, Gymnastics, Hockey and Rugby Sevens
- Production of a Welcome to Country clip that was screened at the commencement of each GC2018 sporting event
- Aboriginal and Torres Strait Islander flags were displayed at every GC2018 venue - a first ever for Commonwealth Games in Australia
- Traditional language featured in GC2018 RAP designed signage at venues. Each Traditional Owner group was given the opportunity to provide language to be used in the signs. The language used was traditional words of encouragement and support for the athletes
- GC2018 Rugby Sevens exhibition participants attended Banaam cultural session before their matches
- All CGA Team Welcome Ceremonies included an Aboriginal dance performance telling the story of how the Gold Coast was created and included a Welcome to Country, with an Elder in residence overseeing the cultural activities
- GOLDOC and OCG RAP teams hosted a networking event for Elder representatives from Gold Coast and other host cities before attending the Opening Ceremony
- Reception to celebrate the success of the GC2018 RAP on 14 April 2018 at Commonwealth House, Gold Coast. The event recognised, acknowledged and promoted the rich heritage, traditions and culture of Aboriginal and Torres Strait Islander peoples of Australia. The event showcased the various outcomes and opportunities delivered through the GC2018 RAP including employment and training opportunities, Indigenous business procurement, art, tourism and hospitality outcomes and business development.

This is the first time the Aboriginal and Torres Strait Islander flag has been flown during a Commonwealth Games event. This is the first time any Indigenous person has been onstage with the Queen. GOLDOC have to be given credit for this and their support of the IWG (Stakeholder consultation, 2018).

There are a lot of positives. What really resonates with me are all the things that have never been done before that show respect to our people, for example: [Yugambeh elders] Ted [Williams] and Patricia [O'Connor] attending Buckingham Palace, the flying of Aboriginal and Torres Strait Islander flags at all venues through Games and the First Nations Welcoming Ceremony (Stakeholder consultation, 2018).

Reporting from OCG highlighted some of the final results from a survey of visitors to the Games demonstrating the positive impact of the activities during the Games to promote Aboriginal and Torres Strait Islander culture and language.



Ninety-three per cent of public visitors rated their overall experience at the Games as 'excellent' or 'good'. Of these:

- 15 per cent identified 'respect shown for Aboriginal and Torres Strait Islander culture' as a factor influencing their positive experience
- Only two per cent of respondents overall said they had a poor experience at the Games, with less than 1 per cent of these identifying 'respect shown for Aboriginal and Torres Strait Islander culture' as a factor influencing their negative experience
- Gold Coast residents' perspective on legacy outcomes for the Gold Coast region identified that 49 per cent agreed with the statement 'The community is more aware and respectful of Aboriginal and Torres Strait Islander culture'.

Beyond the achievements during the immediate Games time, a number of projects and activities were undertaken to promote Aboriginal and Torres Strait Islander languages, cultures and histories in the lead-up to the Games.

For example, staff within OCG cited the Word of the Week initiative which promoted a word in the traditional Yugambeh language each week and re-naming of common spaces/meetings rooms to incorporate Yugambeh names. AQ also reported³⁹ promoting Word of the Week through Queensland Aboriginal and Torres Strait Islander language networks, including Indigenous Knowledge Centres, Indigenous Language Centres etc.

Every week we get a 'word of the week'. It's been a really clever way of raising awareness that all of this is around us (Stakeholder consultation, 2018).

Traditional Owners in Townsville reported working with the Townsville City Council in the development of Indigenous Interpretive signage under the Embracing Our Stories Townsville project.

The project explores local Aboriginal people's connection to country through a series of interpretive panels that explore the following themes:

- Acknowledging the traditional owners
- Traditional culture
- Living culture
- Language names and words
- Cultural animals
- Indigenous art.

The signage was installed in both the Gurambilbarra Wulgurukaba and Bindal native title claim areas within the Townsville CBD area. Signage sites were selected to maximise public interaction with Indigenous stories and interpretive material. An official unveiling was conducted with each sign, promoted to the public through media alerts, Townsville City Council's social media channels, invitations to relevant groups and stakeholders.

Project reporting states that there were 324 views of Townsville City Council's social media posts and 22 shares of the Wulgurukaba unveiling and 381 views and 19 shares of the Bindal unveiling. ABC News and 9 News were at the unveiling ceremonies. It was reported that both Traditional Owner groups are very happy with the final signs as well as the engagement undertaken throughout the project. Furthermore, the two signs will contribute to an existing heritage/cultural trail as well as a planned cultural trail.⁴⁰

As a Traditional Owner the positive is that everyone that has worked or will participate in the Games will take some Yugambeh language and culture away with them when it ends because Yugambeh language is featured as part of the Games (Stakeholder consultation, 2018).

One stakeholder reported that activities and events presented during their internship with GOLDOC have contributed to increased knowledge and awareness of their own Indigenous heritage.

39 RAP Implementation Team Agency Report. 11.06.2018. Arts Queensland.

40 Legacy project Evaluation Report.1 June 2018. Embracing Our Stories Townsville – Indigenous Interpretive Signage. Townsville City Council.

When I came into this internship, I didn't have much knowledge about my Indigenous heritage. I have always known that I am Indigenous but while I was growing up, I wasn't taught about the culture and the land in which my ancestors came from. Ever since I have started at GOLDOC, I have learned about the Yugambeh culture and how similar it is to my own culture of Butchulla. I'm learning the language and attending events and performances from both Yugambeh and Torres Strait Islander performances as well as meeting the Yugambeh elders. I feel like I am starting to understand where I come from and the strong Indigenous history that we have (Stakeholder consultation, 2018).

If I wasn't a TO [Traditional Owner] then I would feel like I have a better understanding of both history and culture relating to Aboriginal and Torres Strait Islander people through the information, acknowledgements and activations that have been delivered within GOLDOC (Stakeholder consultation, 2018).

GOLDOC and OCG also aimed to increase cultural awareness and capability through:

- Commissioning the design of the RAP by Brisbane based Indigenous creative company, Gilimbaa
- RAP design displayed on staff uniforms
- Funding for Embracing our Stories to deliver public physical infrastructure to increase awareness of Aboriginal and Torres Strait Islander cultures and histories on the Gold Coast, Brisbane, Townsville and Cairns
- Development of OCG signage for meeting rooms, with RAP branding – Finger Lime; Lemon Myrtle; Bunya Nut; Midgenberry
- Display of traditional weaving and Aboriginal and Torres Strait Islander flags in OCG foyer.
- Distribution of messages within the department and OCG to increase awareness of National Aboriginal and Torres Strait Islander events including:
 - 13 February – Anniversary of the National Apology
 - Aunty Flo Watson, Wulgurukaba Elder and member of the Stolen Generation spoke with OCG staff, this was followed by a morning tea catered by First Food Company. Aunty Flo unveiled an acknowledgement plaque for OCG, displayed in the OCG foyer.
 - 26 May – National Sorry Day
 - Director General and Deputy Director General messaging distributed for National Sorry Day
 - 27 May – Anniversary of the 1967 Referendum
 - 27 May – 3 June – National Reconciliation Week
 - Daily DITID messaging from the OCG Aboriginal and Torres Strait Islander Partnerships team on NRW theme “Don't keep history a mystery”
 - 3 June – Mabo Day
 - 1 July 2017 – the Coming of the Light festival
 - 9 August – International day of the World's Indigenous People
 - 6 September – Indigenous Literacy Day
- An Aboriginal language map was displayed at GOLDOC and Aboriginal artwork is displayed throughout offices and venue spaces to contribute to the embracement of First Nation culture
- GC2018 volunteer's induction event featured traditional performances from the Yugambeh Dance Group, each session included a Welcome to Country by local Traditional Custodians. As well the introduction of the word 'Jingeri' for encouraged use. Following the event all volunteers completed online training which included a downloadable handbook that outlined cultural information related to Gold Coast venues, Yugambeh language and the GC2018 RAP
- GOLDOC RAP team and CGA hosted a group of Aboriginal and Torres Strait Islander high school students for the Games experience tour in late March. This included attending venues, local Yugambeh cultural sites, Griffith University and GOLDOC Headquarters.



In addition to the above, Sport and Recreation Services, Department of Housing and Public Works (DHPW)⁴¹ partnered with OCG and Nature Play Queensland to develop and deliver the Traditional Indigenous Games project.

The aim of the project is to develop Traditional Indigenous Games trails in parks, gardens and public spaces in Brisbane, Gold Coast, Sunshine Coast, Toowoomba, Townsville and Cairns to give people the opportunity to try traditional games that were played by Indigenous children. Infrastructure including signage with instructions for downloading online resources, games information and rules are to be installed at each of the above locations.

Six Indigenous people participated in the instructional videos and, at the time of reporting, there were 776 online views of the videos⁴². A total of 13 Indigenous businesses were engaged in the project, including:

- DHPW commissioned original artwork by Indigenous artists, local to Townsville and Cairns for inclusion on their signs
- Videos were created by Bacon Factory Films – an Indigenous media production company that was also a part of the Creating Tracks project
- Local Indigenous performance groups were hired to perform at unveiling and opening ceremonies, this included traditional dancing and smoking ceremonies
- On the Sunshine Coast, Gubbi Gubbi Dance and Bunya Bunya Country Aboriginal Corporation were engaged as part of the video and/or launch of the project to be held during NAIDOC week in July 2018.

On the Gold Coast, the Parklands development was selected as the site for the traditional games ⁴³. This is expected to be installed post Games as part of the work to transform the Commonwealth Games Village into the residential, retail and commercial heart of the Gold Coast Health and Knowledge Precinct.

⁴¹ Legacy Project Evaluation Report. (Undated). Traditional Indigenous Games. Sport and Recreation Services, Department of Housing and Public Works.

⁴² Legacy Project Evaluation Report. (Undated). Traditional Indigenous Games. Sport and Recreation Services, Department of Housing and Public Works.

⁴³ Legacy Project Evaluation Report. (Undated). Traditional Indigenous Games. Sport and Recreation Services, Department of Housing and Public Works.



The range of other activities undertaken by partner organisations to raise awareness of Aboriginal and Torres Strait Islander languages, cultures and histories included:

- State Library of Queensland's (SLQ) kuril dhagun displayed GC2018 RAP promotional material in the onsite community information hub leading up to and during the Games⁴⁴
- SLQ continually promotes reconciliation with its workforce and has held cultural capability workshops, Aboriginal art tours, a bush tucker workshop, a short film screening and Lemon Myrtle Staff Bake-Off. These activities increased staff cultural capability and further promoted reconciliation through a series of interactive learning strategies⁴⁵
- Department of State Development, Manufacturing, Infrastructure and Planning (DSDMIP) put together an interactive display on the ground floor of 1 William Street encouraging staff and visitors to join in 'Our Reconciliation Story' by placing personal reconciliation messages on the display⁴⁶
- DSDMIP engaged two Indigenous catering companies promoting Indigenous foods⁴⁷
- DSDMIP organised for Des Crump, Indigenous Language Coordinator of SLQ, to provide a talk, and provided an internal 'my focus story' available to the Department about what NAIDOC Week is all about⁴⁸
- TEQ promoted reconciliation via Aboriginal and Torres Strait Islander Cultural Awareness Training for all TEQ staff, with 11 staff participating in the training
- TEQ offered staff the opportunity to participate in Aboriginal art tours during National Reconciliation Week, with 27 staff participating in the tours.⁴⁹

44 RAP Implementation Team Agency Report. 11.06.2018. Arts Queensland.

45 RAP Implementation Team Agency Report. 11.06.2018. Arts Queensland.

46 RAP Implementation Team Agency Report. Undated. Department of State Development, Manufacturing, infrastructure and Planning.

47 RAP Implementation Team Agency Report. Undated. Department of State Development, Manufacturing, infrastructure and Planning.

48 RAP Implementation Team Agency Report. Undated. Department of State Development, Manufacturing, infrastructure and Planning.

49 RAP Implementation Team Agency Report. 4 June 2018. Tourism and Events Queensland.



Photo: Jason McCawley, Getty Images

Aboriginal and Torres Strait Islander peoples’ cultures, histories and achievements highlighted at GC2018 Ceremonies and Festival 2018

GOLDOC’s Ceremonies team ensured significant consultation with the Indigenous community was undertaken to deliver active and meaningful inclusion of Aboriginal and Torres Strait Islander narratives within GC2018 ceremonies, in particular the Opening Ceremony.

Aboriginal and Torres Strait Islander content flowed through the entire Opening Ceremony, rather than as a stand-alone component

As part of the consultation process, the Ceremonies team travelled beyond the Gold Coast and Brisbane in order to engage with arts communities in Far North Queensland and the Torres Strait Islands – through attendance at the Cairns Indigenous Art Fair and meetings of the Indigenous Arts Centre Alliance.

The Aboriginal and Torres Strait Islander sequences in the Opening Ceremony included the following:

- Preshow – An interview with Luther Cora and his family to reaffirm him as a contemporary man committed to his ancient culture. This sequence also previewed the Smoking Ceremony to follow
- The Parade Track – an epic-scale artwork created by Torres Strait Islander artist Brian Robinson, representing the universe in which we live and share. A video interview with Brian Robinson explaining the concept of the artwork was also shown as part of the preshow and to the athletes in the waiting area so they had an appreciation of the significance and meaning of the design
- Countdown: A 65,000-year countdown sequence delivered by the Indigenous family of Delvene Cockatoo-Collins – Welcome to the oldest living culture on Earth
- Torres Strait Islander hip hop artist Mau Power’s performance of My Island Home, featuring the Four Winds Didgeridoo Orchestra (the Bulabula Yarga) and Christine Anu, representing the famous Aboriginal Australian story of the Seven Sisters
- Bangarra Dance Theatre’s ‘Totem’
- The entrance of the Prince of Wales ‘escorted’ by Yugambeh elders
- The Welcome to Country for Opening Ceremony and Closing Ceremony led by Elder Patricia O’Connor and Uncle Ted Williams, and accompanied by Yugambeh future leader representatives Sharnie O’Connor and Clinton Brewer
- The raising of the Aboriginal & Torres Strait Islander flags
- The Smoking Ceremony
- Migaloo (from a design by Delvene Cockatoo-Collins)
- The Yugambeh Farewell.

Consistent with the broader GOLDOC procurement strategy, the Ceremonies producer provided preferences, where possible, to Aboriginal and Torres Strait Islander businesses.

The Ceremonies producer workforce included Indigenous personnel, including an Indigenous Business Relations Manager, Production Coordinators, Indigenous consultation and direction and design. Certain Indigenous businesses were identified and contracted to provide consumables, scenic and props, costumes and makeup.

The Indigenous Business Relations Manager was appointed by the Ceremonies producer to specifically work with Aboriginal and Torres Strait Islander businesses, ensure awareness within the Ceremonies team of the suppliers available to them, and to also ensure suppliers were made aware of the business opportunities that arose.

Relationships were also facilitated with OCG to potentially provide monetary support to ensure businesses could provide the correct support documentation required by the procurement processes. Over \$500,000 was spent by the Ceremonies team on contracting or its workforce.

The Ceremonies producer participated in an Australian Government initiative to provide a pathway to full time employment and agreed to host two Indigenous intern positions. The internship enabled the recipient the opportunity to gain work experience that was aligned to their interests.



Photo: Chris Hyde, Getty Images

Festival 2018

The creative strategy for Festival 2018 was to include and deliver powerful Aboriginal and Torres Strait Islander, and First Nations, presence across the program in a meaningful, engaged and respectful manner, developed in conjunction with and in response to the needs of the community.

The Creative Lead team worked closely with the IWG, GOLDOC RAP team, and other artists and community members to develop the program. They engaged extensively to curate a strong, proud and culturally appropriate program of performances and art works showcasing the diversity of Aboriginal and Torres Strait Islander and First Nations arts and culture.

Aboriginal and Torres Strait Islander artists were programmed across every stage and site of Festival 2018 Gold Coast. Major new works included Gathering involving the Yugambah Dancers and dance groups from across Queensland; Intertwined with Grace Lillian Lee and Fiona Wirrer-George working with local visual artists, models, and dancers; and Weaving Water Stories curated by Freya Carmichael and designed by Lisa Sorbie-Martin.

Yugambah culture was represented through local performances such as the Yugambah Youth Choir and through the Jarjums Learning Place which provided a space for children and their families to engage in Yugambah language.

Festival 2018 in Cairns was formally opened by both traditional owners of the Cairns region - the Gimuy Walubara Yidinju and the Yirrganydji tribes. Festival 2018 Cairns program was developed almost entirely around Indigenous arts - local and national music, dance and visual artists ranging from an emerging to established level of artistry.

The Mixed Blood Visual Arts Exhibition at Tanks Arts Centre showcased ten local high-profile artists from the Cairns region, presenting works from their practice. In addition, Beginnings was a specifically commissioned musical theatre and dance piece that engaged more than 300 local community members from across the performing and non-performing arts sectors to share the story of Cairns through an Indigenous lens.

Stakeholders reported that the creative lead for Festival 2018 in Brisbane had “great vision” for meaningful Indigenous partnerships. For example, the Brisbane site collaborated with three Indigenous curators to help deliver Festival 2018. Final programming reporting for Festival 2018 in Brisbane shows 39 per cent of events included Aboriginal and Torres Strait Islander content and/or performers. Several Festival-related events were noted as long-term legacy outcomes of the GC2018 RAP.

For example, one RAP initiative Skylore: Aboriginal and Torres Strait Islander Astronomy - an installation that tells stories about the constellations and how they relate to culture - has achieved permanent exhibition status at the Brisbane Planetarium. A video resource - “Stories in the Stars” was also developed as a means to further increase awareness of Indigenous astronomy and culture and was shown eight times during Festival 2018 with an audience of 622 people during that time. The Skylore project will continue to be shown in coming years - the Planetarium estimate that approximately 22,000 school children visit the Planetarium every year and all children attending, and their teachers/supervisors, will see the Skylore exhibition.⁵⁰

Skylore is an interactive piece of work – it tells stories of all of the mobs, how they see the stars, how they are read, and the spaces between the stars (Stakeholder consultation, 2018).



Photo: Robert Prezioso, Getty Images

⁵⁰ Legacy Project Evaluation Report. 19 June 2018. Skylore Indigenous Astronomy. Brisbane City Council.

Several Indigenous businesses were supported throughout the development of the Skylore project, including:

- Gilimbaa is a Brisbane-based Indigenous creative design agency contracted as part of the project to consult and engage with the Traditional Owners. Gilimbaa also designed the content for the gallery wall and information to be shared as part of the project in the form of posters and other resources
- Snap Printing, Underwood is an Indigenous owned business and were contracted to print the Skylore poster for the Planetarium and for schools
- Local Indigenous catering companies First Food Co and Waddi Springs provided Indigenous inspired food and branded local spring water at the launch of Skylore.

See My Story was also reported as a powerful Festival-related event that provided an opportunity for young people in detention, as well as those who have come in contact with the justice system, to express their personal and cultural identity through art. This project was delivered in two locations – the Brisbane Youth Detention Centre (BYDC) and the Cleveland Youth Detention Centre in Townsville. Forty-three young people were engaged in the project across the two sites. Two professional artists were engaged (one for each location) and they worked collaboratively with the young people to ensure the project was meaningful to the young people and maximised their engagement in the project.

A professional curator was also engaged to work across the project to ensure the project and exhibition were cohesive and of high quality. Themes informing the artworks were the 2018 theme for NAIDOC Week, 'Because of her, we can!', and the Commonwealth Games Federation values of Humanity, Equality and Destiny. The culmination of the project was an exhibition of the artworks as part of Festival 2018 in the Tony Gould Gallery in Brisbane.

Around 800 people were reported to have visited the gallery during Festival 2018. Queensland Performing Arts Centre (QPAC) also made their external building screens available to the project to promote the exhibition and display the finished works of art to a much broader audience. More than 76,000 visitors were reported to have the opportunity to see the artworks on the QPAC digital screens.⁵¹

The project also supported Indigenous businesses, for example First Food Company catered the exhibition opening and Black Lash Projects provided exhibition management and curation.

CoGC reported⁵² successful outcomes for Aboriginal and Torres Strait artists and community members in areas of employment and various other opportunities for contracted works into Festival 2018. Successes included: CoGC Generate program (Kyle Slabb and Tristan Schultz), Assistant Producer for Festival 2018 (Alicia Jones and Chyenne Martlew), Kurrawa Park and Broadbeach location activations including – Acknowledging Place (Carol McGregor), Weaving Water Stories (Lisa Sorbie Martin), Already Occupied (Libby Harward), Aboriginal Embassy (Elisa Jane Carmichael), Intertwined (Stefanie and Britney Noffke, Glennys Briggs, Rebecca Ray, Chloe Sankey, Neville Torrisheba, Luther Cora, Jayman Drahm, Vanessa Coolwell, Ronda Sharpe, Mark Cora, Glenn Barry and Carol McGregor) and Jarjums Learning Space (Imbana and Shai Forrester, one Indigenous trainee engaged and placed with the Sand Circle programming at Kurrawa Park for Festival 2018.

An independent evaluation of Festival 2018 was commissioned by OCG⁵³. It demonstrated attendees at the festival acknowledged the strong Aboriginal and Torres Strait Islander presence across the program of events, helping them to learn about and respect Aboriginal and Torres Strait Islander peoples and cultures. Furthermore, participating professional artists and peers reported that Festival 2018 encouraged the development of partnerships with Aboriginal and Torres Strait Islander communities. The Festival 2018 evaluation reported that 25 per cent of events involved Aboriginal or Torres Strait Islander content, with 21 per cent of artists involved identifying themselves as Aboriginal and Torres Strait Islander peoples.

⁵¹ Legacy Project Evaluation Report. 12 June 2018. See My Story. Office of the Commonwealth Games.

⁵² RAP Implementation Team Agency Report. 29 June 2018. City of Gold Coast – Arts and Culture/People and Culture.

⁵³ Festival 2018 Evaluation Report. July 2018. Office of the Commonwealth Games, Department of Innovation, Tourism Industry Development and the Commonwealth Games.



The Queen's Baton Relay

The Queen's Baton Relay (QBR) is a Commonwealth Games tradition. It carries a message of welcome from the Queen to the athletes of the Commonwealth Games. The GC2018 QBR began at Buckingham Palace London on Commonwealth Day in 2017 and travelled through Commonwealth nations and territories before the message was read by the Queen's representative at the GC2018 Opening Ceremony.

For the first time in history, First Nation Elders were invited by the Commonwealth Games Federation (CGF) and the Royal Household to participate in the QBR commencement ceremony at Buckingham Palace with Her Majesty, The Queen, in attendance. Yugambeh Elder's Patricia O'Connor and Uncle Ted Williams attended Buckingham Palace to carry the spirit of reconciliation at the launch of the QBR delivering an invitation to all First Nations Peoples of the Commonwealth to join in the celebrations of the Games on Yugambeh land.

In Australia, the QBR travelled more than 40,000km in 100 days, starting in Canberra on Christmas Day 2017. It was carried by 3,800 baton bearers before arriving at the GC2018 Opening Ceremony on 4 April 2018 to deliver the Queen's opening message. At least 2.5 per cent of the baton bearers within Australia were Aboriginal and/or Torres Strait Islander peoples.

For GC2018, the QBR facilitated cultural inclusion, recognising the Commonwealth's First Nations peoples, and highlighted the cultural traditions of Aboriginal and Torres Strait Islander peoples. The QBR was an important part of the activities conducted through the GC2018 RAP.

The design of the Baton also included inspiration of local Aboriginal culture, modern design made from spinifex paper (which has extensive traditional First Nation uses), macadamia wood (which is endemic to the Gold Coast region and an important plant for local First Nation peoples), and reclaimed plastic (sourced from Gold Coast waterways). The use of macadamia wood was encouraged by Yugambeh Elder Patricia O'Connor, who shared stories with GOLDOC about the macadamia trees planted by her grandmother.

On 23 December 2017, the Queen's Baton was handed over from the Ngati Whatua Elders of Auckland, who passed the Queen's Baton on to representatives of the Yugambeh language Group of the Gold Coast region in a traditional ceremony, known as Poroporoaki. This event took place at the Auckland War Memorial Museum, New Zealand. Yugambeh Elder, Uncle John Graham, accompanied by Jason Sandy and Jarod Fogarty, received the Baton on behalf of the Yugambeh Language Group People.

This ceremony provided a unique opportunity for a respectful First Nations cultural exchange on New Zealand soil as part of the Batons official journey to GC2018.



Medals and other artwork

The GC2018 Games medals were designed by Aboriginal artist Delvene Cockatoo-Collins. Delvene is a local Nunukul, Ngugi and Goenpul woman of Quandamooka Country, who lives in Minjerribah, North Stradbroke Island. When Delvene designed the medals, she drew inspiration from the stories shared within her family. Delvene explained that the medal designs represent the soft sand lines which shift with every tide and wave:

Like tides, the achievements of athletes are special but fleeting. But they're marked forever with the shells brought to the tidelines. The medal ribbons represent strands of yungair (freshwater reed), which are woven to form a pattern of triangles to represent South East Queensland and the Gold

Coast area. This message is significant to the athletes constantly improving themselves and aiming to leave their mark within the Games.

The lead artist and designer on the GC2018 Commonwealth Games RAP artwork, Jenna Lee, is a proud Larrakia woman from Brisbane based Indigenous creative agency Gilimbaa.

Jenna Lee's artistic practice is strongly influenced by her heritage as she takes inspiration from traditional artwork, styles, drawing on the rich artistic practices of her Larrakia ancestors. The artwork provided a focus for sharing the message of reconciliation and promoting the commitment to reconciliation undertaken as part of GC2018.

The artwork story with shared vision, together in unity, we move forward with energy, and leave our legacy.

The journey begins with a vision, a vision for a reconciled Australia, where we gain strength in the knowledge and respect we share with one another. Learning from the truth of our past we look to the future with excitement and energy for all it can bring. Strong in culture and purpose, our energy sustains us on the journey where united as a nation we take small steps together, leaving behind a legacy for all that follow of a reconciled and vibrant future.





8. Challenges, learnings and implications for future RAPs

The findings of this evaluation suggest that the key commitments of the GC2018 RAP were achieved and the evaluation has demonstrated evidence of a range of positive outcomes resulting from these achievements.

The process of developing the RAP and the existence of the RAP itself brought together and mobilised a diverse range of partners to provide a specific focus on promoting awareness of and opportunities for Aboriginal and Torres Strait Islander peoples during the lead-up to and delivery of the Games.

This was the first RAP of its kind for a major event and one that required leadership and action from several organisations to succeed. To commence the RAP process at the highest Elevate level was an ambitious undertaking for the partner organisations, a level which many organisations do not reach for many years. Despite this, the RAP partners were largely successful in achieving their goals.

Key achievements identified by stakeholders and which can be directly linked to the GC2018 RAP are:

- Procurement, employment and volunteering opportunities for Aboriginal and Torres Strait Islander peoples and in particular the success of the business development program, Creating Tracks program and the Meeanjin Markets which are likely to become lasting legacies of the RAP
- The prominent focus on Aboriginal and Torres Strait Islander histories and cultures to raise awareness and promote greater respect through a broad range of initiatives, including key Games activities and icons (such as the Queen's Baton Relay, Opening Ceremony, medal design, Festival 2018 and workforce training and uniform), with the potential of this to influence other future Commonwealth Games hosts to showcase their own Indigenous histories and cultures
- The encouragement of partner organisations and suppliers and subcontractors to develop their own RAPs
- The involvement of Traditional Owners in the preparation and delivery of the Games using formal governance arrangements such as IWG and YEAG which is likely to become a legacy of the RAP.



In addition to the major achievements by the RAP partners, there were a number of learnings identified which could aid in the development and implementation of similar RAPs in the future. As noted above, a RAP of this nature, scale and complexity had never been developed previously and this was an ambitious and commendable undertaking for the partners involved with no precedent on which they could draw.

The successes this evaluation has reported on highlight the benefits that can be achieved through the implementation of a RAP for a major event, and should encourage other events and organisations to also explore implementing a RAP. As a result, the challenges listed below should not be read as criticisms of the way in which the GC2018 RAP was developed and implemented but more as lessons learned to inform the implementation of similar RAPs in the future.

Development and planning

The evaluation has identified that there were some delays in formally establishing and gaining approval for the RAP, although it is important to note that a significant amount of work associated with the RAP was already underway in RAP partner organisations prior to formal approval. Nonetheless, stakeholders consulted during the evaluation believed that the RAP would have benefited from earlier development and planning in order to: increase engagement of the relevant partners and stakeholders; have more time to establish effective governance and accountability arrangements; secure sufficient resources and ensure that monitoring and reporting processes were established from the outset.

Stakeholders believed that earlier establishment of the RAP may have also increased the opportunities for Aboriginal and Torres Strait Islander peoples to benefit from procurement opportunities, although there were some successes in this area prior to formal approval of the RAP. Stakeholders believed that earlier establishment and planning might have also led to greater employment, training and volunteering opportunities for Aboriginal and Torres Strait Islander peoples. The success of the GC2018 RAP, a first for a major event, should encourage other similar major events and organisations to consider the implementation of RAP and do so from as early as possible in planning to maximise the benefits.



Senior level commitment and accountability

It was an ambitious goal to bring together so many organisations to implement the RAP, in a short timeframe and with ambitious targets. Stakeholders consulted during this evaluation commented that RAP initiatives had been most successful where there had been engagement and support from senior management within organisations and where there was effective accountability and sufficient commitment around the implementation of RAP actions.

For the GC2018 RAP partner organisations, senior level commitment was secured through the GOLDOC Board of Directors and the Queensland Government's Tourism and Commonwealth Games Cabinet Committee approval of the GC2018 RAP. However, it was not always the case in other organisations responsible for implementing RAP actions where this was a voluntary commitment.

Findings from the consultations carried out for the evaluation suggest that there could have been stronger accountability mechanisms in place and roles and responsibilities across the RAP partners could have been more clearly articulated and, in some cases, this had affected implementation of activities. While GOLDOC took responsibility for leading initiatives within its organisation and reported internally on these, OCG was responsible for the overall coordination and reporting of the RAP across government but lacked any formal authority to ensure that actions were delivered by other organisations.

Many stakeholders consulted as part of the evaluation also commented on challenges with monitoring and reporting processes for the GC2018 RAP, including that there were few tangible targets in the RAP which was also a challenge for this evaluation of the RAP.

There were limited, consistent monitoring and reporting processes in place across the partners to report on progress of their activities within the RAP. Stakeholders also reported that there was limited advice/ guidance available through Reconciliation Australia around the development of monitoring and evaluation tools as part of their oversight of the RAP. RAP Implementation Team Agency Reports and Legacy Project Evaluation Reports were ultimately collected for the majority of RAP-related activities but this took considerable effort and follow up by the OCG Aboriginal and Torres Strait Islander Programs and Monitoring and Evaluation teams.

This would be an important consideration for any similar RAPs in the future, although this needs to be balanced with ensuring organisations remain encouraged to implement RAPs for the benefits they can achieve rather than be burdened by accountability mechanisms and reporting. In the major event space in particular, organisations need to be supported as much as reasonably possible to implement RAPs otherwise other priorities will take precedence.

Innovation and driving change

As the first ever RAP developed for a major event, the implementation of the GC2018 RAP represents substantial innovation. This evaluation has demonstrated that some of the key achievements of the RAP related to new, innovative initiatives and activities that are likely to have created lasting legacies for reconciliation and for Aboriginal and Torres Strait Islander communities. Examples of these highlighted in the report include the Creating Tracks program, the Meeanjin Markets, RIQS and the Skylore project. The unique status of the RAP for this major event enabled activities to be undertaken that may not have otherwise been considered or have been possible. Some stakeholders consulted as part of the evaluation believed there were further opportunities for the RAP to create new initiatives to drive change for Aboriginal and Torres Strait Islander communities. They identified a need for future, similar RAPs to have a stronger focus on new and innovative initiatives.

Resourcing

Stakeholders highlighted the importance of allocating sufficient, dedicated resources to achieving activities in the RAP. They stressed that for similar RAPs in the future, it would be important to develop and agree on a budget for the RAP as early as possible to ensure that resources were available to implement strategies. This includes financial resources to implement specific strategies or initiatives as well as human and financial resources to coordinate, monitor and report on progress of the RAP.

Stakeholders agreed that having teams within the RAP Partner organisations dedicated to supporting the RAP's implementation had greatly assisted with its success. Some stakeholders suggested that with increased resources, OCG could have undertaken more comprehensive engagement with Aboriginal and Torres Strait Islander communities.

Awareness raising and engagement with Aboriginal and Torres Strait Islander communities

Stakeholders identified some key achievements of the GC2018 RAP in how partners had engaged with Aboriginal and Torres Strait Islander communities. In particular, the involvement of the YEAG and the creation and involvement of the IWG were seen as key successes of the GC2018 RAP. However, there were lower levels of awareness of the RAP among some Traditional Owner groups and their communities particularly outside of the Gold Coast in the event cities Brisbane, Cairns and Townsville. Although efforts were taken to engage these groups in the development and implementation of the RAP, this was not always possible, particularly within the timeframes partners were working towards.

Identifying further opportunities to engage communities in the RAP process and to raise awareness of the RAP would be an important consideration for the development of similar RAP processes in the future.




Appendix 1 – List of Abbreviations

List of Abbreviations

| Acronyms | Description |
|----------|--|
| AQ | Arts Queensland |
| CGA | Commonwealth Games Australia |
| CoGC | City of Gold Coast |
| CGF | Commonwealth Games Federation |
| DATSIP | Department of Aboriginal and Torres Strait Islander Partnerships |
| DET | Department of Education and Training |
| DSD | Department of State Development |
| DTEBS | Department of Tourism, Major Events, Small Business and the Commonwealth Games (prior to 12 December 2017) |
| DITID | Department of Innovation, Tourism Industry Development and the Commonwealth Games (post 12 December 2017) |
| GC2018 | Gold Coast 2018 Commonwealth Games |
| GOLDOC | Gold Coast 2018 Commonwealth Games Corporation |
| IWG | Indigenous Working Group |
| NPSR | Department of National Parks Sport and Racing |
| OCG | Office of the Commonwealth Games |
| OFS DOH | Office for Sport, Department of Health (Australian Government) |
| QH | Queensland Health |
| RAP | Reconciliation Action Plan |
| SEQICC | South East Queensland Indigenous Chamber of Commerce |
| TEQ | Tourism and Events Queensland |
| YEAG | Yugambeh Elders Advisory Group |

Appendix 2 – Evaluation plan





Department of Tourism,
Major Events, Small
Business and the
Commonwealth Games

Evaluation Plan for the Gold Coast 2018 Commonwealth Games
Reconciliation Action Plan

Final

18 January 2017





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Developed by the Cultural & Indigenous Research Centre Australia 2016

All research conducted by CIRCA for this project was in compliance with ISO20252

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The Cultural and Indigenous Research Centre Australia (CIRCA) wishes to acknowledge Aboriginal and Torres Strait Islander people as the traditional owners of Australia and custodians of the oldest continuous culture in the world, and pay respects to Elders past and present.

We would also like to thank the input of staff from the Office of the Commonwealth Games, GOLDOC and other stakeholders who participated in consultations and the evaluation workshop, which informed the development of this plan.

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1. Background/Introduction

From 4 – 15 April 2018 the Commonwealth Games will be held on the Gold Coast with events also taking place in Brisbane, Cairns and Townsville. Seventy Commonwealth nations and territories will participate in the 2018 Games and it will be the largest international multisport event ever hosted on the Gold Coast. The Embracing 2018 Legacy Program has been developed to ensure that there is a lasting legacy from the Games and this includes a legacy for Aboriginal and Torres Strait Islander people on the Gold Coast and across Queensland.

To help achieve this legacy for Aboriginal and Torres Strait Islander people, the Queensland Government and Gold Coast 2018 (GC2018) Commonwealth Games partners have developed a Reconciliation Action Plan (RAP). RAPs can be developed by any organisation to realise their vision for reconciliation. They are practical plans of action built around the themes of relationships, respect and opportunities and aim to create social change and economic opportunities for Aboriginal and Torres Strait Islander Australians.

In October 2017, the Department of Tourism, Major Events, Small Business and the Commonwealth Games (DTESB) contracted the Cultural and Indigenous Research Centre Australia (CIRCA) to carry out an evaluation of the GC2018 Commonwealth Games RAP. The evaluation will inform the Queensland Government and GC2018 Commonwealth Games Partners about the extent to which the actions of the RAP have been achieved and explore the outcomes of these actions for Aboriginal and Torres Strait Islander people and the broader community.

The key objectives of the evaluation are to:

- Provide a robust, comprehensive evaluation of the GC2018 RAP achievements, challenges and learnings.
- Ensure commitments under the GC2018 RAP and Evaluation and Monitoring Framework for the embracing 2018 Legacy Program for assessment and reporting are met.

The GC2018 RAP has over 30 actions falling under the themes of opportunities, relationships and respect. It includes the following key commitments which are the focus for measuring success of the RAP through the evaluation:

- Increased procurement opportunities for Aboriginal and Torres Strait Islander businesses.
- Increased employment and training for Aboriginal and Torres Strait Islander people.
- Increased Aboriginal and Torres Strait Islander participation in healthy active lifestyle initiatives.
- Increased awareness of Aboriginal and Torres Strait Islander language, culture and histories.
- Improved connections with Aboriginal and Torres Strait Islander communities.

2. Purpose of the Evaluation Plan

The evaluation of the RAP has been identified as a priority initiative under the Embracing 2018 Legacy Program which requires independent research and evaluation. The Queensland Government would like to understand to what extent the actions of the RAP have been achieved and to explore the outcomes of these actions for Aboriginal and Torres Strait Islander people and the broader community. Overall, the evaluation will explore the challenges and learnings from the implementation of the RAP and whether key activities have led to positive legacy outcomes. We also understand that the Queensland Government would like to learn from the implementation of the GC2018 RAP to inform similar projects in the future.

The evaluation will not focus on the long-term impact of the RAP as this cannot be measured within the timeframe of this evaluation. Instead, the evaluation will track Games Partners' progress towards undertaking actions outlined in the RAP and will explore the potential, positive legacy benefits from GC2018 for Aboriginal and Torres Strait Islander people and the broader community.

The evaluation will draw on:

- **Monitoring data** reported by Games Partners against identified activities and identified targets. This will include:
 - progress reports for projects under the RAP
 - Aboriginal and Torres Strait Islander business procurement data for GOLDOC, OCG and the Parklands redevelopment for the Commonwealth Games Village
 - data about Aboriginal and Torres Strait Islander businesses participating in business development activities
 - data on the number of Aboriginal and Torres Strait Islander people employed in OCG and GOLDOC
 - Aboriginal and Torres Strait Islander employment and training outcomes from the Parklands redevelopment for the Commonwealth Games Village.
- **Primary evaluation data** collected through site visits, interviews and focus group discussions conducted by CIRCA. This data collection will take place during Phase 2 of the evaluation.
- **Secondary analysis of other monitoring and evaluation data:** CIRCA will analyse data such as the results from the 2016 OCG and GOLDOC Australian Reconciliation Barometer data, and the 2018 Barometer data if collected by Reconciliation Australia specifically for the GC2018 Commonwealth Games RAP.

The aim of this Plan is to guide the overall evaluation and to provide a framework for the assessment of the success of the GC2018 Commonwealth Games RAP. The Plan also supports and will contribute towards the overarching *Evaluation and Monitoring Framework: Embracing 2018 Legacy Program*. It is hoped that this Plan will be useful to inform the evaluation of other RAPs.

This Evaluation Plan provides overall guidance and context for the monitoring and evaluation activities conducted by the Games Partners, insofar as it provides:

- The basis for the identification of indicators of success that are based on the key activities of the RAP.
- Evaluation guidance for organisations/Government Departments when developing and implementing RAPs in the future.

The Evaluation Plan identifies the questions to be answered by the evaluation, and the data sources that can be used to answer these questions, including data collected by CIRCA, and monitoring data collected on an ongoing basis by OCG and GOLDOC.

3. Developing the Monitoring and Evaluation Plan

The RAP represents the key commitments that are to be delivered by Games Partners, including the various activities and outputs which will lead to the proposed outcomes in the short, medium and longer term. The RAP is the key document that has informed the development of this evaluation plan.

This Evaluation Plan was also informed by consultations with key stakeholders who have been involved in the design and/or implementation of the RAP and a review of relevant documentation and existing monitoring data. The individuals consulted were recommended by OCG and included representatives from OCG, GOLDOC and Reconciliation Australia. These were a mix of telephone and face-to-face consultations. These sources informed the development of the evaluation matrix (pages 8-10), including the development of key evaluation questions, indicators of success and monitoring and evaluation data sources.

Review and refinement

A workshop was held on 13 December 2017 with key stakeholders to review the draft Evaluation Plan and The Plan was refined as a result and prior to the commencement of the stakeholder consultation process during Phase 2 of the evaluation.

4. Evaluation questions

The evaluation of the GC2018 Commonwealth Games Elevate RAP has a number of critical areas for investigation, including the extent to which the RAP meets the priorities and needs of key stakeholders; the extent to which the RAP actions were implemented as intended; and the key challenges in implementing the RAP. Overall, the evaluation will be seeking to explore the challenges and learnings from the implementation of the RAP and whether key activities have the potential to lead to positive legacy outcomes for Aboriginal and Torres Strait Islander people and communities.

Table 1. Evaluation Questions

| Evaluation domain | Key evaluation questions | Sub-questions |
|------------------------------------|--|--|
| Appropriateness | 1. To what extent does the RAP meet the priorities and needs of key stakeholders? | a) To what extent was the Elevate RAP appropriate for this event? |
| Efficiency | 2. To what extent was the RAP implemented in an efficient manner? ¹ | a) To what extent were the costs of RAP implementation justifiable relative to the results achieved? b) To what extent was the available budget sufficient to cover implementation costs? |
| Effectiveness | 3. To what extent were the RAP actions implemented as intended? 4. To what extent has the RAP achieved its desired outcomes? 5. What unintended outcomes – positive or negative – have resulted from RAP activities? | b) What have been the key challenges in implementing RAP actions? c) What factors contributed to, or prevented, achievement of implementing RAP actions? d) To what extent can the RAP be assessed as being of value to its key stakeholders and beneficiaries? e) To what extent did governance and management of the RAP assist implementation? |
| Outcomes and Sustainability | 6. To what extent have the outcomes of the RAP benefitted Aboriginal and Torres Strait Islander people? | a) What are the potential economic legacy outcomes of the RAP? |

¹ This question will only be asked of a limited number of stakeholders with knowledge of the costs of RAP implementation

-
- 7. To what extent have the outcomes of the RAP benefitted the broader community?
 - 8. What are the potential positive legacy outcomes of the RAP?
- b) What are the potential social and educational legacy outcomes of the RAP?
 - c) What are the environmental and cultural impacts of the RAP?
 - d) What could be put in place to ensure that the positive actions and outcomes of the RAP continue after the Games?
-

5. Evaluation Framework

This framework summarises the key activities and outcomes of the GC2018 RAP and maps these against indicators of success which will be measured through the evaluation. It also identifies which data sources and evaluation approaches will be used to measure progress against these indicators for each of the key commitments of the RAP. This framework will guide the remaining evaluation activities including the questions to be asked during consultations and the analysis and reporting of evaluation of data collected.

| | Key commitments | Outcomes | Key activities | Indicators of success | Data source/consulting with whom? |
|--|---|---|---|--|--|
| <p>Opportunities</p> <p>Building capabilities Creating opportunities Business, employment and training Supporting participation Employment Procurement and business opportunities Volunteering Active lifestyles</p> | 1) Increased procurement opportunities for Aboriginal and Torres Strait Islander businesses | <p>a) Real procurement opportunities for Aboriginal and Torres Strait Islander businesses during the lead up to, during and post-GC2018</p> <p>b) Increased capacity and skills for Aboriginal and Torres Strait Islander businesses for future opportunities</p> <p>c) Aboriginal and Torres Strait Islander business development to secure procurement opportunities</p> <p>d) Promotion of Aboriginal and Torres Strait Islander tourism</p> | <ul style="list-style-type: none"> GOLDOC/OCG/Village procurement opportunities identified and promoted to Aboriginal and Torres Strait Islander businesses – including through supply chain strategies Strategies delivered to develop capacity of Aboriginal and Torres Strait Islander businesses to take advantage of procurement opportunities in partnership with Chambers of Commerce Facilitate and promote opportunities for Aboriginal and Torres Strait Islander artists to participate in the Games including Festival 2018 Promote Aboriginal and Torres Strait Islander Tourism operators | <ul style="list-style-type: none"> Partners report that key activities have been successfully undertaken Evidence that any relevant targets/milestones have been achieved² Analysis of procurement data demonstrates that Aboriginal and Torres Strait Islander businesses have benefited from relevant procurement opportunities Aboriginal and Torres Strait Islander businesses, Chambers of Commerce and community members report increased procurement opportunities and/or increased capacity to benefit from these opportunities and other opportunities in the future. | <p>Analysis of progress updates</p> <p>Analysis of procurement data</p> <p>Analysis of Festival 2018 evaluation data</p> <p>Interviews with relevant stakeholders</p> <p>Consultations with Aboriginal and Torres Strait Islander businesses and Chambers of Commerce</p> <p>Community consultations</p> |
| | 2) Increased employment and training for Aboriginal and Torres Strait Islander people | <p>a) Initiatives to train and upskill Aboriginal and Torres Strait Islander people</p> <p>b) Increased and ongoing employment opportunities after the Games</p> <p>c) Engage Aboriginal and Torres Strait Islander young people through GC2018</p> | <ul style="list-style-type: none"> Identify/create and promote employment of Aboriginal and Torres Strait Islander people within GOLDOC, OCG, Village and across Games activities Provide training and internship opportunities so that Aboriginal and Torres Strait Islander people can take advantage of employment opportunities Promote volunteering opportunities to Aboriginal and Torres Strait Islander communities Engagement of Aboriginal and Torres Strait Islander young people within juvenile detention centres and in schools through the Embracing Global Education Program | <ul style="list-style-type: none"> Partners report that key activities have been successfully undertaken Evidence that any relevant targets/milestones have been achieved Analysis of employment/volunteering data demonstrates that Aboriginal and Torres Strait Islander people have benefited from relevant opportunities Community members report promotion of employment and training opportunities and evidence that Aboriginal and Torres Strait Islander people have secured employment and training opportunities Aboriginal and Torres Strait Islander staff members within OCG and GOLDOC report benefiting from culturally appropriate recruitment processes and report improved capabilities to ensure sustainable employment Evidence that employment outcomes are sustainable | <p>Analysis of progress updates</p> <p>Analysis of employment data</p> <p>Interviews with relevant stakeholders</p> <p>Community consultations</p> <p>Focus groups with Aboriginal and Torres Strait Islander staff in OCG and GOLDOC</p> |

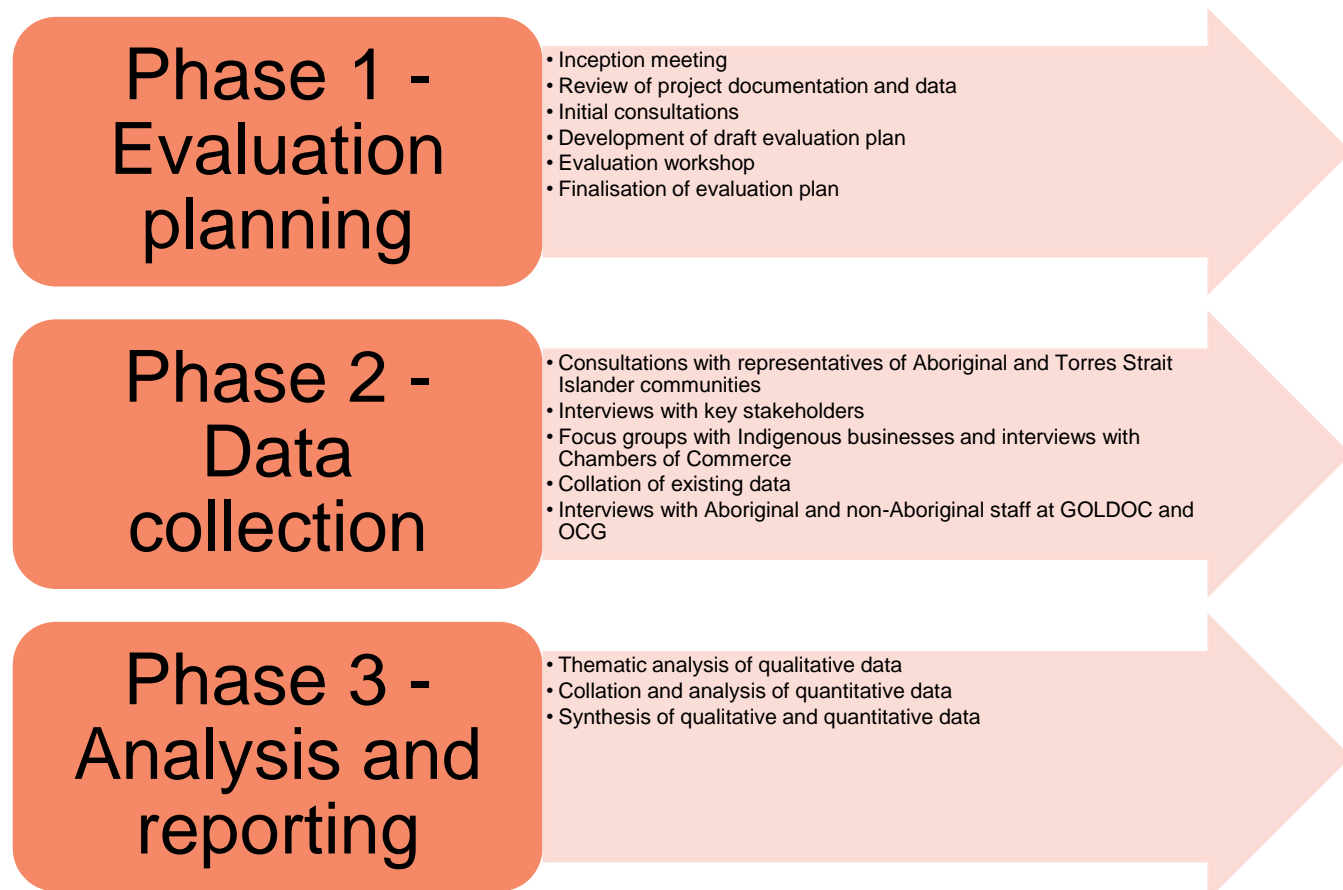
² This includes specific targets/milestones listed in the RAP (see Appendix 1 for a list of these) as well as other targets that have been developed subsequent to the publication of the RAP.

| | Key commitments | Outcomes | Key activities | Indicators of success | Data source/consulting with whom? |
|--|--|---|---|--|--|
| | 3) Increased Aboriginal and Torres Strait Islander participation in healthy active lifestyle initiatives | <p>a) Community and school-based initiatives which increase Aboriginal and Torres Strait Islander peoples' participation in sporting activities and healthy lifestyle choices</p> <p>b) Healthy and active lifestyle programs</p> | <ul style="list-style-type: none"> Activities to encourage more Aboriginal and Torres Strait Islander children and adults to participate in sport and active lifestyle choices. | <ul style="list-style-type: none"> Evidence that young people have been engaged in RAP activities Partners report that key activities have been successfully undertaken Evidence that any relevant targets/milestones have been achieved Community members report awareness and take up of healthy and active lifestyle programs Stakeholders report successful delivery and uptake of healthy and active lifestyle initiatives | <p>Analysis of progress updates</p> <p>Interviews with relevant stakeholders</p> <p>Community consultations</p> |
| <p>Relationships</p> <p>Engaging with the community</p> <p>Promoting reconciliation</p> <p>Reconciliation in schools</p> | 4) Improved connections with Aboriginal and Torres Strait Islander communities | a) Strong positive relationships with Aboriginal and Torres Strait Islander peoples, communities and organisations by supporting GC2018 RAP programs and initiatives including: Community information sessions; online and digital information; RAP Newsletter. | <ul style="list-style-type: none"> Activities to engage Aboriginal and Torres Strait Islander communities Promotion of GC2018 progress, activities and opportunities to Aboriginal and Torres Strait Islander communities – including through quarterly newsletters Promotion of RAP to raise awareness Promote Aboriginal and Torres Strait Islander athletes' participation in GC2018 as well as involvement in previous Games Encourage other organisations to develop RAPs (including local governments) Promotion of NRW within OCG/GOLDOC and partner agencies and other organisations Promotion of reconciliation in schools through Global Education Program Monitoring progress of implementation of the RAP including through the active involvement of the Indigenous Working Group and YEAG | <ul style="list-style-type: none"> Partners report that key activities have been successfully undertaken Evidence that any relevant targets/milestones have been achieved Community members are aware of RAP activities and commitments and have had opportunities to inform and engage with development and implementation of the RAP Evidence that Games partners and other external organisations have developed RAPs as a result of awareness/involvement in the GC2018 RAP GOLDOC/OCG staff, stakeholders and community members report increase in recognition and participation in events relating to NRW | <p>Analysis of progress updates</p> <p>Interviews with relevant stakeholders</p> <p>Community consultations</p> <p>Focus groups with Aboriginal and non-Aboriginal staff in OCG and GOLDOC</p> |

| | Key commitments | Outcomes | Key activities | Indicators of success | Data source/consulting with whom? |
|---|--|--|--|---|--|
| <p>Respect: Building awareness Respecting protocol Celebrating culture Showcase Aboriginal and Torres Strait Islander participation in CG Facilitating connections</p> | <p>5) Increased awareness of Aboriginal and Torres Strait Islander language, culture and histories</p> | <p>a) Celebrating the extensive Aboriginal and Torres Strait Islander heritage and cultures of the Gold Coast, Queensland and Australia b) Recognising Aboriginal and Torres Strait Islander cultures and protocols c) Respecting the Traditional Custodians of the land, the Yugambah Language Group People of the Gold Coast and Traditional Custodians of the cities of Brisbane, Cairns and Townsville where GC2018 events will be held d) Showcasing Aboriginal and Torres Strait Islander culture, art and languages, including cultural awareness training and cultural celebrations such as National Reconciliation Week and NAIDOC</p> | <ul style="list-style-type: none"> • Cultural awareness training for OCG/GOLDOC staff and other activities to improve cultural capability • Activities to promote cultural protocol throughout GC2018 functions and activities – including development of protocol documents • Hold NAIDOC events and encourage staff to participate in events and encourage other partner organisations to organise events (OCG, GOLDOC) • Activities to promote Aboriginal and Torres Strait Islander languages (including word of the week), culture, foods and history is highlighted as part of GC2018 activities and merchandise and is visible at relevant locations • Explore opportunity to host a networking event for all Aboriginal and Torres Strait Islander sports people and athletes participating in GC2018 • Explore opportunities to ensure Aboriginal and Torres Strait Islander peoples cultures, history and achievements is highlighted as part of GC2018 Ceremonies and Festival 2018 activities. | <ul style="list-style-type: none"> • Partners report that key activities have been successfully undertaken • Evidence that any relevant targets/milestones have been achieved • Community members report that Aboriginal and Torres Strait Islander language, culture and histories have been actively promoted during the run up to the Games. • Community members report that their interactions with GC2018 partners have been respectful and culturally appropriate • Non-Aboriginal GOLDOC/OCG staff report positive outcomes from cultural awareness training and improved awareness of Aboriginal and Torres Strait Islander language, culture and histories • Aboriginal and Torres Strait Islander staff report improvements in cultural capability of their organisations • RAP Barometer survey demonstrates improvements in cultural capability of staff | <p>Analysis of progress updates</p> <p>Interviews with relevant stakeholders</p> <p>Community consultations</p> <p>Focus groups with Aboriginal and non-Aboriginal staff in OCG and GOLDOC</p> <p>Analysis of Festival 2018 evaluation data</p> <p>Analysis of RAP Barometer survey data</p> |

6. Methodological approach

This Evaluation Plan will guide the evaluation of the GC2018 Elevate RAP. Our methodological approach to meet the requirements for the evaluation consists of three broad phases, as outlined below.



Phase 1 - Evaluation planning

This phase of the project commenced with an initial meeting with key representatives from DTESB as well as other key stakeholders to be involved in the evaluation. During this meeting, we:

- a. Agreed and where necessary refined the approach to the evaluation.
- b. Agreed on timeframes and deliverables for the project.
- c. Established what documentation and data exists to inform the evaluation and arranged to gain access to this information – this would include information about research and evaluation that is happening in relation to broader Commonwealth Games activities and the Embracing 2018 Legacy Program.
- d. Confirmed key stakeholders for the evaluation and agreed on a consultation strategy and broad timeframes.

- e. Agreed on frequency and timing of project progress meetings and reporting expectations.

Review of project documentation and data

We carried out a desktop review of relevant project documentation and existing data relevant to the evaluation to inform our understanding of the project and establish what data exists and what additional data, if any, would need to be collected as part of the evaluation. This included:

- a. Key documentation relating to the development and implementation of the RAP.
- b. Aboriginal and Torres Strait Islander business procurement data for GOLDOC, OCG and the Parklands redevelopment for the Commonwealth Games Village.
- c. Data about Aboriginal and Torres Strait Islander businesses participating in business development activities.
- d. Results from the OCG and GOLDOC RAP barometer surveys.
- e. Data on the number of Aboriginal and Torres Strait Islander people employed in OCG and GOLDOC.
- f. Aboriginal and Torres Strait Islander employment and training outcomes from the Parklands redevelopment for the Commonwealth Games Village.

Initial consultations

We undertook consultations with five individuals/groups who have been heavily involved in the design and/or implementation of the RAP to better understand their needs and desires for an evaluation of the RAP and to explore gaps in data that may need to be filled through the evaluation. We agreed the individuals/groups to be consulted with OCG and these included individuals within OCG and GOLDOC responsible for implementation of the RAP, and Reconciliation Australia. These were a mix of telephone and face to face consultations.

Development of draft Evaluation Plan and evaluation workshop

Based on the review of documentation and stakeholder consultations, we developed a draft of this Evaluation Plan which was discussed at a workshop held on 13 December 2017 for key stakeholders.

Finalisation of Evaluation Plan

The Plan was refined prior to the commencement of the stakeholder consultation process during Phase 2 of the evaluation.

Phase 2: Data collection

We will ensure that any additional data we collect for the evaluation will build on the information that is already available and has been identified during Phase 1 of the evaluation. We have proposed a data collection approach for each of the themes of opportunities, relationships and respect.

During Phase 1 of the evaluation we identified opportunities to link our evaluation approach to other data collection or research processes that are happening that could also be a source of data for this evaluation. For example, the regular reporting that Games Partners are required to submit to OCG will include reports against RAP activities specific targets, where specific targets have been identified. These reporting data will be collected by OCG periodically and provided to CIRCA in two stages between December 2017 and May 2018. CIRCA will work with OCG to ensure there is minimal duplication in relation to data collection.

Our approach recognises that the period directly leading up to, during and directly after the Games (Mid-March to late April 2018) will not be an ideal time to collect any additional data for the evaluation unless this is specifically data to be collected during the event itself. In our approach below, we have identified data that can be collected prior to commencement of the Games (December 2017 – Early March 2018) and limited data that will be collected after the Games (Late April and early May).

We understand that much of the existing information available is quantitative in nature and therefore much of the additional data we are proposing to collect is qualitative. This will provide detailed context to the quantitative information and will help to explore the challenges and learnings from the implementation of the RAP which we understand is another key purpose of the evaluation.

Data collection activities that would be undertaken across all three themes

Consultations with representatives of Aboriginal and Torres Strait Islander communities

We will undertake face to face consultations with a range of individuals and groups representing Aboriginal and Torres Strait Islander communities across the Brisbane, Gold Coast, Townsville and Cairns areas. This will include consultation with members of the YEAG and Indigenous Working Group. The purpose of these consultations will be to explore the involvement of these communities with the development and implementation of the RAP, their perceptions of the success of RAP activities in relation to outcomes relevant to their communities and to identify challenges and lessons learned. Individuals and groups to be consulted as part of this process will be determined with the client and the Indigenous Working Group. These consultations will be led by Ross Williams and Aunty Flo Watson.

Collation of existing data

We will collate all existing data and information around the progress and success of RAP activities. This will include information about what deliverables have occurred across each of the RAP actions as well as data that has been collected to measure progress against specific actions including but not limited to:

- Data about procurement opportunities for Aboriginal and Torres Strait Islander businesses including the number participating in any capacity building initiatives.
- Data about employment of Aboriginal and Torres Strait Islander people both within OCG and GOLDOC and through activities related to the Commonwealth Games.
- Information about progress of deliverables and actions listed in the RAP through progress reports provided by RAP partners.
- RAP barometer data.

Interviews with key stakeholders

We will carry out consultations with up to fifteen key stakeholder organisations involved in the implementation of the RAP. This would be undertaken prior to commencement of the Games. This will include all the organisations represented on the RAP Implementation Team as well as other key stakeholder organisations identified in the RAP e.g. Grocon, other local councils. Key Individuals to be consulted within each organisation will be agreed with those organisations and the client. Consultations will be a mix of telephone/face to face and individual/small group hour-long interviews. The purpose of these interviews is to explore the stakeholders' experiences of implementation of the RAP, their perceptions of the success of activities they have been involved in and to explore challenges and lessons learned. These interviews will also explore any indirect or unintended consequences of RAP actions. Most of these consultations will be undertaken in the period before the Games with a limited number of stakeholders consulted after the Games.

Organisations to be consulted will potentially include:

- Department of Tourism, Major Events, Small Business and the Commonwealth Games (including the Office of the Commonwealth Games and Office of Small Business)
- GOLDOC
- Department of Aboriginal and Torres Strait Islander Partnerships (DATSIP)]
- City of Gold Coast Council
- Brisbane City Council
- Queensland Arts
- State Library of Queensland
- Queensland Police Service
- Department of National Parks, Sport and Racing
- Department of State Development
- Department of Education and Training
- Queensland Health
- Department of Housing and Public Works
- Tourism and Events Queensland
- Grocon
- DPMC

Draft discussion guides for these interviews are included at Appendix 2.

Opportunities

Focus groups with Aboriginal and Torres Strait Islander businesses and interviews with Chambers of Commerce

We will undertake three focus groups/consultations with Aboriginal and Torres Strait Islander businesses to understand awareness of relevant RAP actions and the extent to which they have benefited from relevant actions which aim to increase capacity and opportunities for Aboriginal and Torres Strait Islander businesses.

We anticipate holding two focus groups in the Gold Coast and Brisbane area and one focus group in either Cairns or Townsville. These would be undertaken in the period prior to the Games.

We will work closely with the Indigenous Working Group, Creating Tracks initiative, South East Queensland Indigenous Chamber of Commerce, Townsville Region Indigenous Business Network, the Far North Queensland Indigenous Chamber of Commerce, Black Business Finder and Supply Nation to arrange these consultations. It may be that we can arrange larger group consultations in some areas.

In addition to the focus groups, we will also carry out interviews with a representative of South East Queensland and Far North Queensland Indigenous Chambers of Commerce and the Townsville Region Indigenous Business Network.

Draft discussion guides for these consultations are included at Appendix 2.

Interviews/focus groups with Aboriginal and Torres Strait Islander staff at GOLDOC and OCG

There is a key focus within the RAP on increasing employment of Aboriginal and Torres Strait Islander people within GOLDOC and OCG specifically. We will undertake two focus groups with Aboriginal and Torres Strait Islander staff and interview the key staff member responsible within these organisations to understand to what extent these activities have been successful and what lessons can be learned for the future. These will be undertaken in the period prior to the Games.

Draft discussion guides for these consultations are included at Appendix 2.

Relationships

We anticipate that much of the information to be collected in relation to this aspect of the RAP will be about what activities and initiatives have been undertaken and any information that exists on the reach, uptake and outcomes of those actions.

The consultations with Aboriginal and Torres Strait Islander communities outlined above would have a key focus on the success of this theme of the RAP. They would explore the success of the RAP in engaging Aboriginal and Torres Strait Islander communities and in building awareness of RAP activities with these groups. The Stakeholder interviews will also explore to what extent stakeholders believe that the commitments envisaged under this theme have been realised.

Respect

As with the other two themes, we will collect information about the extent to which relevant deliverables in the RAP have been achieved. We will also explore stakeholder's perceptions of the success of these activities in the stakeholder interviews.

Focus groups with non-Aboriginal staff within OCG and GOLDOC

Within this theme of the RAP there is a strong focus on activities targeted at OCG and GOLDOC employees. In addition to the focus groups that we intend to undertake with Aboriginal and Torres Strait Islander staff under the opportunities theme, we will also undertake two focus groups with non-Aboriginal and Torres Strait

Islander staff across OCG and GOLDOC to explore their perceptions of the success of activities targeted at increasing knowledge and understanding of Aboriginal and Torres Strait Islander culture, histories and achievements within OCG and GOLDOC. These will also explore any indirect or unintended consequences of RAP actions.

This qualitative information will be analysed along with the quantitative information collected through the RAP barometer survey to provide a more detailed picture of what has worked well and some of the challenges and lessons that have been learned in relation to these activities.

Draft discussion guides for these consultations are included at Appendix 2.

Phase 3: Analysis and reporting

We will collate all the information gathered through the various elements of the methodology and analyse in line with an analysis plan agreed with the Client. This analysis plan will be based around the three key themes of the RAP.

Qualitative information will be collated and analysed thematically against the relevant elements of the analysis framework. Depending on the nature and extent of the qualitative data collected we will use NVivo software to code and analyse the qualitative data.

Quantitative data will be collated and analysed in Excel to produce descriptive statistical analysis. Where more complex quantitative analysis is required SPSS will be used.

We will then synthesise the qualitative and quantitative data in line with the analysis framework to establish an overall narrative for the evaluation. We will then use this to form the basis of a report for the evaluation.

7. Timeframes and milestones

The deliverables and timeframes for the Evaluation Plan and reporting are shown below.

| Key activities and milestones | Date |
|--------------------------------------|---------------------------------------|
| Phase 1 – Evaluation Planning | October – December 2017 |
| Phase 2 – Data collection | January – Early May ³ 2018 |
| Phase 3 – Analysis and reporting | April – June 2018 |
| Draft report | 20 June 2018 |
| Final report | 30 July 2018 |

³ Most data collection will occur prior to the Games with a limited number of consultations after the Games

8. Evaluation roles and responsibilities

A number of parties will be involved in the development and implementation of the evaluation, including OCG, GOLDOC, members of the RAP Implementation Team and CIRCA.

The key roles are detailed in the following table.

| Organisation | Monitoring and evaluation roles |
|--------------------------------|---|
| OCG | Oversee contract management of the evaluation Collect and report ongoing monitoring data across all relevant Coordinate input from partner organisations to the evaluation. Assist in setting up fieldwork for the evaluation. Participation in consultations. Ongoing advice and feedback for the evaluation Review, feedback and approval of evaluation deliverables. |
| GOLDOC | Collect and report ongoing monitoring data across all relevant Functional Areas within GOLDOC. Participation in consultations. Assist in setting up focus groups with Aboriginal and non-Aboriginal GOLDOC staff. |
| RAP Implementation Team | Participation in consultations. Providing monitoring data to be used for the evaluation. |
| CIRCA | Development and implementation of the evaluation. |

APPENDIX 1: Specified targets from RAP

| | Key commitments | Specific targets |
|-----------------------------|--|--|
| <p>Opportunities</p> | <p>1) Increased procurement opportunities for Aboriginal and Torres Strait Islander businesses</p> | <ul style="list-style-type: none"> • Aboriginal and Torres Strait Islander procurement strategy incorporated in GOLDOC • Number of Supply Nation businesses engaged through GOLDOC procurement activities • Develop at least 6 commercial relationships with Aboriginal and Torres Strait Islander businesses each year (GOLDOC) • Percentage of Aboriginal and Torres Strait Islander artists or crew participating in the GC2018 Ceremonies and Festival Program |
| | <p>2) Increased employment and training for Aboriginal and Torres Strait Islander people</p> | <ul style="list-style-type: none"> • Increase OCG’s Aboriginal and Torres Strait Islander workforce to 5% • Increase in Aboriginal and Torres Strait Islander employment and work experience opportunities within GOLDOC to 70 (5%) by games time which will include: Work placement and internships (30); Employment (40) • Created and delivered an internship program to support 5 Aboriginal and Torres Strait Islander University students gain experience within OCG |

| | | |
|----------------------|---|---|
| | | <ul style="list-style-type: none"> Percentage of the Volunteer Advisory Panel that are Aboriginal and Torres Strait Islander |
| | <p>3) Increased Aboriginal and Torres Strait Islander participation in healthy active lifestyle initiatives</p> <p>6) Improved connections with Aboriginal and Torres Strait Islander communities</p> | <ul style="list-style-type: none"> Organise at least 4 community information sessions on the GC to provide update on progress of planning including implementation of GOLDOC activities (GOLDOC) Commit to establishing 5 formal two-way partnerships to relevant to GOLDOC's sphere of influence GOLDOC Exec Management to hold at least 2 Executive meetings per year on the premises of a local Aboriginal and Torres Strait Islander partner/business Organise 1 internal NRW event each year (OCG, GOLDOC) OCG to facilitate one external NRW event each year GOLDOC to support one external NRW event each year Endorse Narragunnawali; Reconciliation in Schools and Early Learning as the principle program driving reconciliation in the education setting. |
| Relationships | | |
| | <p>1) Increased awareness of Aboriginal and Torres Strait Islander language, culture and histories</p> | <ul style="list-style-type: none"> Engage 100% of OCG staff in Reflect, Respect and Yarn – internal Cultural Awareness sessions |
| Respect | | |

| | | |
|--|--|--|
| | | <ul style="list-style-type: none"> ● 20% of GOLDOC staff undertook cultural workshop learning activities ● 80% of GOLDOC staff undertake cultural learning activities ● 50 GOLDOC leaders undertake cultural immersion by participating in learning activities ● Entire GOLDOC Exec Management Team and all FA Leads undertook cultural learning activities ● All new GOLDOC staff complete cultural awareness as part of induction ● Promote 120 words as part of 'Word of the Week' campaign |
|--|--|--|

APPENDIX 2: Discussion guide - Aboriginal and Torres Strait Islander businesses

Evaluation of the GC2018 Commonwealth Games Elevate Reconciliation Action Plan

Preamble

Hi, my name is [] from CIRCA Research and I am working with the Office of the Commonwealth Games to explore your thoughts and experiences of the activities of the RAP leading up to and during the Commonwealth Games. We would also like to find out what you think are the positive or negative outcomes of these activities for Aboriginal and Torres Strait Islander people.

Thank you for agreeing to participate in this interview.

Explain:

- Participation in the interview is voluntary, and you can choose not to participate in part or all of the discussion.
- If you don't want to or can't answer any questions, you don't need to worry about it, we will just move on. This is an open discussion and all comments are welcome – there are no right or wrong answers.
- The feedback you provide is confidential and private - we don't record any of your personal details so anything you say will not be linked to you, you will remain anonymous - only the researchers (i.e. the CIRCA team) will have access to the information you tell us.
- We would like to record the interview on a digital recorder. The recording is just for the research team to help us with our notes so that our report includes all your thoughts/ideas. Are you happy for us to record the interview?

The interview will take about 1 hour/The group discussion will take about 1.5 hours. Do you have any questions before we begin? *(If Yes, answer questions)*

Consent:

Do you agree to participate in the interview/discussion group? Yes/No

Are you happy for the interview to be recorded? Yes/No If no I will take notes.

If yes, commence recording and confirm consent.

Before we begin, would you like to ask any questions about the process?

Background

1. Can you tell me what you know about Commonwealth Games activities for Aboriginal and Torres Strait Islander businesses in your local area? What involvement have you had in those activities?
2. Are you aware of the RAP that has been developed for the Games? What involvement have you had in the development or implementation of the RAP?

Effectiveness

3. What have been the key outcomes (positive or negative) of Commonwealth Games activities in your local community? For example, around employment, business opportunities, arts and cultural activities, educational activities?

Outcomes

4. How has your business benefitted from the Commonwealth Games activities?
5. What business opportunities have become available to you as a result of the Commonwealth Games activities?
6. How have Commonwealth Games activities contributed towards your business increasing its capacity to respond to new opportunities now or in the future? i.e. tendering opportunities, training to respond to tendering opportunities?
7. What have been the most important things to come out of the Commonwealth Games for Aboriginal and Torres Strait Islander businesses?

Impact and sustainability

8. What do you think are the positive legacy outcomes of the Commonwealth Games for Aboriginal and Torres Strait Islander people? For example, around employment, increased business opportunities, arts and culture and education?
9. What needs to happen now for these legacy outcomes to be sustainable?

Thanks and close.

APPENDIX 3: Discussion guide - Aboriginal and Torres Strait Islander staff at GOLDOC and OCG

Evaluation of the GC2018 Commonwealth Games Elevate Reconciliation Action Plan

Preamble

Hi, my name is [] from CIRCA Research and I am working with the Office of the Commonwealth Games to find out the extent to which the activities of the RAP have been achieved and to explore the outcomes of these activities for Aboriginal and Torres Strait Islander people. Overall, we aim to explore the challenges and learnings from the implementation of the RAP and whether they lead to positive legacy outcomes.

Thank you for agreeing to participate in this interview.

Explain:

- Participation in the interview is voluntary, and you can choose not to participate in part or all of the discussion.
- If you don't want to or can't answer any questions, you don't need to worry about it, we will just move on. This is an open discussion and all comments are welcome – there are no right or wrong answers.
- The feedback you provide is confidential and private - we don't record any of your personal details so anything you say will not be linked to you, you will remain anonymous - only the researchers (i.e. the CIRCA team) will have access to the information you tell us.
- We would like to record the interview on a digital recorder. The recording is just for the research team to help us with our notes so that our report includes all your thoughts/ideas. Are you happy for us to record the interview?

The interview will take about 1 hour/The group discussion will take about 1.5 hours. Do you have any questions before we begin? *(If Yes, answer questions)*

Consent:

Do you agree to participate in the interview/discussion group? Yes/No

Are you happy for the interview to be recorded? Yes/No If no I will take notes.

If yes, commence recording and confirm consent.

Before we begin, would you like to ask any questions about the process?

Background

1. Can you tell me a little bit about your role within OCG/GOLDOC?
2. Can you tell me what you know about the RAP?
3. Have you been employed at OCG/GOLDOC as a direct result of the RAP?
4. What is your personal experience of working in an organisation with a RAP?

Effectiveness

5. How successful have RAP activities been at increasing knowledge and understanding of Aboriginal and Torres Strait Islander culture within OCG/GOLDOC?
6. How successful have RAP activities been at increasing knowledge and understanding of Aboriginal and Torres Strait Islander histories and achievements within OCG/GOLDOC?
7. How successful have RAP activities within your organisation been at promoting reconciliation and improving relationships with Aboriginal and Torres Strait Islander communities?

Outcomes

8. To what extent have the outcomes of the RAP benefitted Aboriginal and Torres Strait Islander peoples? For example, increased employment opportunities.
9. To what extent have the outcomes of the RAP benefitted the broader community?
10. What unintended outcomes – positive or negative – have resulted from RAP activities in your workplace?

Impact and sustainability

11. What are the potential positive legacy outcomes of the RAP? What needs to be in place to ensure that these realised?
12. What are the potential social legacy outcomes of the RAP?
13. What are the environmental and cultural impacts of the RAP?
14. What lessons can be learned through the GC2018 RAP for the future?

Thanks and close.

APPENDIX 4: Discussion guide - Community stakeholders

Evaluation of the GC2018 Commonwealth Games Elevate Reconciliation Action Plan

Preamble

Hi, my name is [] from CIRCA Research and I am working with the Office of the Commonwealth Games to explore your thoughts and experiences of the activities of the RAP leading up to and during the Commonwealth Games. We would also like to find out what you think are the positive or negative outcomes of these activities for Aboriginal and Torres Strait Islander people.

Thank you for agreeing to participate in this interview.

Explain:

- Participation in the interview is voluntary, and you can choose not to participate in part or all of the discussion.
- If you don't want to or can't answer any questions, you don't need to worry about it, we will just move on. This is an open discussion and all comments are welcome – there are no right or wrong answers.
- The feedback you provide is confidential and private - we don't record any of your personal details so anything you say will not be linked to you, you will remain anonymous - only the researchers (i.e. the CIRCA team) will have access to the information you tell us.
- We would like to record the interview on a digital recorder. The recording is just for the research team to help us with our notes so that our report includes all your thoughts/ideas. Are you happy for us to record the interview?

The interview will take about 1 hour/The group discussion will take about 1.5 hours. Do you have any questions before we begin? *(If Yes, answer questions)*

Consent:

Do you agree to participate in the interview/discussion group? Yes/No

Are you happy for the interview to be recorded? Yes/No If no I will take notes.

If yes, commence recording and confirm consent.

Before we begin, would you like to ask any questions about the process?

Background

1. Can you tell me a little bit about your involvement in the development or implementation of the RAP?

Effectiveness

2. What RAP activities were you aware of in the lead up to the Games?
3. What RAP activities have community members been aware of in the lead up to the Games?
4. What positive or negative things have happened as a result of RAP activities? For example, around employment, business opportunities, arts and cultural activities, educational activities?

Commonwealth Games (for those we'll interview after the Games)

Outcomes

5. What have been the most important things to come out of the RAP for Aboriginal and Torres Strait Islander people?

Impact and sustainability

6. What do you think are the positive legacy outcomes of the RAP for Aboriginal and Torres Strait Islander people? For example, around employment, business, arts and culture and education?

Thanks and close.

APPENDIX 5: Discussion guide - Primary stakeholder

(OCG - Beverley/GOLDOC – Travis, Philip)

Evaluation of the GC2018 Commonwealth Games Elevate Reconciliation Action Plan

Preamble

Hi, my name is [] from CIRCA Research and I am working with the Office of the Commonwealth Games to find out the extent to which the activities of the RAP have been achieved and to explore the outcomes of these activities for Aboriginal and Torres Strait Islander people. Overall, we aim to explore the challenges and learnings from the implementation of the RAP and whether they lead to positive legacy outcomes.

Thank you for agreeing to participate in this interview.

Explain:

- Participation in the interview is voluntary, and you can choose not to participate in part or all of the discussion.
- If you don't want to or can't answer any questions, you don't need to worry about it, we will just move on. This is an open discussion and all comments are welcome – there are no right or wrong answers.
- The feedback you provide is confidential and private - we don't record any of your personal details so anything you say will not be linked to you, you will remain anonymous - only the researchers (i.e. the CIRCA team) will have access to the information you tell us.
- We would like to record the interview on a digital recorder. The recording is just for the research team to help us with our notes so that our report includes all your thoughts/ideas. Are you happy for us to record the interview?

The interview will take about 1 hour/The group discussion will take about 1.5 hours. Do you have any questions before we begin? *(If Yes, answer questions)*

Consent:

Do you agree to participate in the interview/discussion group? Yes/No

Are you happy for the interview to be recorded? Yes/No If no I will take notes.

If yes, commence recording and confirm consent.

Before we begin, would you like to ask any questions about the process?

Background

1. Can you tell me a little bit about your role with [name of organisation] and your involvement in the development and implementation of the RAP?

Appropriateness

2. To what extent was the Elevate RAP appropriate for this event?

Efficiency

3. To what extent were the costs of RAP implementation justifiable relative to the results achieved?
4. To what extent was the available budget sufficient to cover implementation costs?

Effectiveness

5. To what extent were the RAP actions implemented as intended?
6. What have been the key challenges in implementing RAP actions?
7. What factors contributed to, or prevented, achievement of implementing RAP actions? [i.e., what worked and what didn't work?]
8. To what extent has the RAP achieved its desired outcomes?
9. What unintended outcomes – positive or negative – have resulted from RAP activities?
10. To what extent can the RAP be assessed as being of value to its key stakeholders and beneficiaries?
11. To what extent did governance and management of the RAP assist implementation? [i.e., what worked and what didn't work?]

Outcomes

12. To what extent have the outcomes of the RAP benefitted Aboriginal and Torres Strait Islander peoples?
13. To what extent have the outcomes of the RAP benefitted the broader community?

Impact and sustainability

14. What are the potential positive legacy outcomes of the RAP?
15. What are the potential social legacy outcomes of the RAP?
16. What are the potential environmental and cultural impacts of the RAP?
17. What are the potential educational impacts of the RAP?

18. What needs to happen now/in the future for these legacy outcomes to happen/be sustainable?

Thanks and close.

APPENDIX 6: Discussion guide - Secondary stakeholder

Evaluation of the GC2018 Commonwealth Games Elevate Reconciliation Action Plan

Preamble

Hi, my name is [] from CIRCA Research and I am working with the Office of the Commonwealth Games to find out the extent to which the activities of the RAP have been achieved and to explore the outcomes of these activities for Aboriginal and Torres Strait Islander people. Overall, we aim to explore the challenges and learnings from the implementation of the RAP and whether they lead to positive legacy outcomes.

Thank you for agreeing to participate in this interview.

Explain:

- Participation in the interview is voluntary, and you can choose not to participate in part or all of the discussion.
- If you don't want to or can't answer any questions, you don't need to worry about it, we will just move on. This is an open discussion and all comments are welcome – there are no right or wrong answers.
- The feedback you provide is confidential and private - we don't record any of your personal details so anything you say will not be linked to you, you will remain anonymous - only the researchers (i.e. the CIRCA team) will have access to the information you tell us.
- We would like to record the interview on a digital recorder. The recording is just for the research team to help us with our notes so that our report includes all your thoughts/ideas. Are you happy for us to record the interview?

The interview will take about 1 hour/The group discussion will take about 1.5 hours. Do you have any questions before we begin? *(If Yes, answer questions)*

Consent:

Do you agree to participate in the interview/discussion group? Yes/No

Are you happy for the interview to be recorded? Yes/No If no I will take notes.

If yes, commence recording and confirm consent.

Before we begin, would you like to ask any questions about the process?

Background

1. Can you tell me a little bit about your role with [name of Department/organisation]?
2. Can you tell me what you know about the RAP, and your role in the implementation of [your Department's/organisation's] RAP activities?

Appropriateness

3. To what extent was the Elevate RAP appropriate for this event?

Efficiency

4. To what extent was the available budget sufficient to cover implementation costs for the activities which your organisation is responsible for?

Effectiveness

5. To what extent were [your Department's/organisation's] RAP actions implemented as intended?
 - a. What have been the key challenges in implementing RAP actions?
 - b. What factors contributed to, or prevented, achievement of implementing RAP actions? [i.e., what worked and what didn't work?]
6. What unintended outcomes – positive or negative – have resulted from RAP activities?
7. To what extent can the RAP be assessed as being of value to its key stakeholders and beneficiaries?
8. To what extent did governance and management of the RAP assist implementation? [i.e., what worked and what didn't work?]

Outcomes

9. To what extent have the outcomes of the RAP benefitted Aboriginal and Torres Strait Islander peoples?
10. To what extent have the outcomes of the RAP benefitted the broader community?

Impact and sustainability

11. What are the potential positive legacy outcomes of the RAP?
12. What are the potential social legacy outcomes of the RAP?
13. What are the environmental and cultural impacts of the RAP?
14. What needs to happen now/in the future for these legacy outcomes to happen/be sustainable?

Thanks and close.

APPENDIX 7: Discussion Guide - Staff at GOLDOC and OCG

Evaluation of the GC2018 Commonwealth Games Elevate Reconciliation Action Plan

Preamble

Hi, my name is [] from CIRCA Research and I am working with the Office of the Commonwealth Games to find out the extent to which the activities of the RAP have been achieved and to explore the outcomes of these activities for Aboriginal and Torres Strait Islander people. Overall, we aim to explore the challenges and learnings from the implementation of the RAP and whether they lead to positive legacy outcomes.

Thank you for agreeing to participate in this interview.

Explain:

- Participation in the interview is voluntary, and you can choose not to participate in part or all of the discussion.
- If you don't want to or can't answer any questions, you don't need to worry about it, we will just move on. This is an open discussion and all comments are welcome – there are no right or wrong answers.
- The feedback you provide is confidential and private - we don't record any of your personal details so anything you say will not be linked to you, you will remain anonymous - only the researchers (i.e. the CIRCA team) will have access to the information you tell us.
- We would like to record the interview on a digital recorder. The recording is just for the research team to help us with our notes so that our report includes all your thoughts/ideas. Are you happy for us to record the interview?

The interview will take about 1 hour/The group discussion will take about 1.5 hours. Do you have any questions before we begin? *(If Yes, answer questions)*

Consent:

Do you agree to participate in the interview/discussion group? Yes/No

Are you happy for the interview to be recorded? Yes/No If no I will take notes.

If yes, commence recording and confirm consent.

Before we begin, would you like to ask any questions about the process?

Background

1. Can you tell me a little bit about your role with OCG/GOLDOC?
2. Can you tell me what you know about the RAP, and your involvement in the implementation of OCG's/GOLDOC's RAP activities?

Effectiveness

3. How successful have RAP activities been at increasing your knowledge and understanding of Aboriginal and Torres Strait Islander culture?
4. How successful have RAP activities been at increasing your knowledge and understanding of Aboriginal and Torres Strait Islander histories and achievements?
5. How successful have RAP activities within your organisation been at promoting reconciliation and improving relationships with Aboriginal and Torres Strait Islander communities?

Outcomes

6. To what extent have the outcomes of the RAP benefitted Aboriginal and Torres Strait Islander peoples? E.g. employment opportunities.
7. To what extent have the outcomes of the RAP benefitted the broader community?
8. What unintended outcomes – positive or negative – have resulted from RAP activities?

Impact and sustainability

9. What are the potential positive legacy outcomes of the RAP? What needs to be in place to ensure that these realised?
10. What are the potential social legacy outcomes of the RAP?
11. What are the environmental and cultural impacts of the RAP?
12. What lessons can be learned through the GC2018 RAP for the future?

Thanks and close.



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