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FOI 015/17/18

Item 1

HEADQUARTERS JOINT OPERATIONS COMMAND

C1340993

CJOPS POST OPERATION REPORT (POR) – OPERATION OUTREACH

See distribution

References:

- A. CDF EXECUTO 07/07 – OP OUTREACH of 250915Z JUN 07
- B. CJOPS EXECUTO 01/07 – OP OUTREACH of 280657Z JUN 07
- C. HQJOC C1216727/07 CJOPS OP OUTREACH OPORD 01/2007 of 20 Dec 07
- D. CJTF641 OP OUTREACH POR of 05 Dec 08

Background

1. On 21 June 2007 the former Australian Government announced the Northern Territory Emergency Response (NTER) to protect Aboriginal children from abuse and build the basis for a better future. The immediate nature of the response reflected the first recommendation of the *Little Children are Sacred* report from the Northern Territory Board of Inquiry into the Protection of Aboriginal Children from Sexual Abuse – which asked that ‘Aboriginal child sexual abuse in the Northern Territory be designated as an issue of urgent national significance by both the Australian and Northern Territory governments...’.
2. Through the Northern Territory National Emergency Response Act, 2007, the Commonwealth suspended native title in prescribed areas for five years, assuming management responsibilities for 74 communities including the supervision of community stores, welfare payments and other income support entitlements. Prosecution of criminal offenders and prevention of alcohol and pornography were also key measures undertaken to remedy the social degradation of indigenous communities.
3. An inter-agency NTER Taskforce, chaired by Dr Sue Gordon, was established to direct and control the implementation of the intervention across the NT. The Department of Families, Housing, Community Services and Indigenous Affairs (FaHCSIA) was chosen to lead several commonwealth agencies from an initial operations centre established at Alice Springs.¹ on 12 Jul 08. Following problems in securing a suitable field commander, MAJGEN David Chalmers was subsequently seconded to FaHCSIA to assume the position of Operational Commander NTER.
4. Operation OUTREACH was the codename given to the ADF’s contribution to the emergency response intervention. In order to provide initial capacity to the intervention, the ADF raised Joint Taskforce (JTF) 641 on 27 Jun 2007. Initially commanded by COL Mark Shephard², JTF641 was based on Army’s North-West Mobile Force (NORFORCE) with additional headquarters staff functions, logistics, engineer, health, communications and transport capabilities force assigned from across the ADF. Additional defence enabling support was mobilised in direct support of JTF641 from non-assigned JLC and DSG business units.

¹ NTER later moved its operational HQ to Darwin in Nov 07.

² COL Shephard was CJTF641 from 27 Jun-30 Sep 08. Command transitioned to LTCOL Michael Rozzoli on 1 Oct 07.

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Strategic guidance

5. **National strategic objective.** To protect aboriginal children and make communities safe in the first instance, then lay the basis for a sustainable future for the indigenous people of the NT.
6. **Military strategic objectives.** The military strategic objectives were:
 - a. Provide the required enabling support to the IATF to allow the intervention to achieve its aims.
 - b. Maintain the reputation of the ADF as a compassionate and capable organisation.
 - c. Widen the recruiting base for aboriginal soldiers for NORFORCE.
7. **Military strategic end-state.** The agreed level of military support has been provided and the reputation of the ADF has been enhanced.
8. **Superior Commander's intent.** CDF issued the following mission and intent:
 - a. **Mission.** The ADF is to provide an agreed level of military support to the whole of Government assistance to indigenous communities in the Northern Territory.
 - b. **Intent.**
 - (1) **Purpose.** The ADF is to support the initial successful conduct of the commonwealth government intervention in the Northern Territory.
 - (2) **Method.** This is to be achieved by CJOPS exercising Theatre Command of allocated Force Elements through a joint task force based initially on NORFORCE, but transitioning to a more enduring capability should that be required. Early and continued liaison with other WoG stakeholders for the provision of expert advice is critical to maintaining a balanced ADF commitment commensurate with other WoG capabilities and options, and the ADF commitment to extant operations. The ADF is to initially enhance the WoG capability in terms of mobility, sustainment, communications and community liaison, but be capable of supporting the logistic requirements for health or reconstruction initiatives in the longer-term. The ADF is to maximise commercial support to constrain reliance on ADF Force Elements and to facilitate transition to enduring WoG arrangements. Support is to be provided under Defence Assistance to the Civil Community (DACC) Category 6 type arrangements, and at no stage is the ADF to be directly involved in law enforcement tasks.
 - (3) **Endstate.** The ADF has supported the Commonwealth Government intervention with a timely, but measured and appropriate response that facilitates the success of the WoG Intervention.

Initial CJOPS guidance (for the period 28 Jun-19 Dec 07)

9. Ref B contained CJOPS' initial guidance for the operation. This guidance ensured the ADF was able to meet the "surge" of initial support required to enable effective NTER operations in the early months of the intervention.

- a. **Mission.** The ADF is to provide an agreed level of military support to the WoG assistance to the indigenous communities of the Northern Territory.
- b. **CJOPS Intent.**
 - (1) **Purpose.** To support the WoG IATF³ effort to recover selected indigenous communities in the NT.
 - (2) **Method.**
 - i. CJOPS will exercise theatre command of a mission tailored JTF 641 with CJTF 641 establishing the required liaison and partnership with the IATF and NT Police (NTPOL) chain of command.
 - ii. FaCHSIA will be the lead IATF organisation; JTF 641 will be a supporting organisation.
 - iii. ADF enabling support will be provided to the IATF using a logistic pull method.
 - iv. ADF support to the IATF will be provided on an economy of effort basis. ADF personnel and capability bricks assigned to JTF 641 will be limited by function and time.
 - v. Clear articulation of IATF capability deficiencies will be required to determine an agreed level of ADF supplementation of IATF site survey teams.
 - vi. The provision of direct support by the ADF to the reform of indigenous communities is to be authorised by DCJOPS. Support to reform projects will consider the desired effect, time, commercial options and analysis of residual IATF reach back capabilities.
 - vii. Where applicable commercial support options are to be utilised in preference to using ADF personnel or resources.
 - viii. Support will be provided under the auspice of DACC Category level 2.
 - (3) **Endstate.** The ADF has successfully supported WoG IATF operations to survey and provide immediate response and support to NT indigenous communities. Coinciding with a handover of JTF 641 responsibilities and the return of NORFORCE to S22 tasking, the ADF level of commitment to the IATF has transitioned from immediate response to a project of longer term reconstruction and enhancement of indigenous communities.
 - (4) **Concept of Operations.** Initially the priority of effort is to be focussed on raising and enabling JTF 641 operations in direct support of the IATF agency based site surveys. Site surveys will focus on community engagement and reassurance of GOAS intent, assessment of community facilities and infrastructure, ascertain temporary accommodation

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Prior to 12 Jul 08, the title of NTER had not been officially adopted.

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requirements and completion of general fact finding. Following assessment of survey results, FaHCSIA will direct the priority of works to be undertaken by the IATF to reform selected communities, or improve specified aspects of community welfare. IATF teams will then deploy to provide on-site reform with NTPOL providing an initial period of community stability of up to seven days in duration. This will be followed by a Department of Health and Aging (DoHA) led community health assessment and Department of Employment and Workplace Relations (DEWR) [from 03 December 2007 the Department of Education, Employment and Workplace Relations (DEEWR)] employment interview schedule. JTF 641 will provide concurrent support to on-site and site survey teams until all 65 indigenous communities are visited from south to north within the confines of the NT. JTF 641 will operate from FOB located at Alice Springs, Katherine, Gove and Darwin with mobility to reach outlying communities to be provided by a combination of both ground and air assets (not necessarily ADF provided). ADF support to the IATF will initially surge in order to support the site survey phase, with ongoing ADF support to be measured by an informed approach based on the capability requirements of the WoG effort and subject to CJOPS approval as the operation transitions to longer term reconstruction and rehabilitation, NORFORCE will be relieved of its JTF 641 commitment in order to return to regional surveillance missions in **S22**. At this time JTF 641 will be reorganised with alternative ADF elements to reflect the change in operational focus.

- (5) **Main Effort.** Provision of initial support to focus on mobility, logistics, communications, health and community liaison support to the WoG IATF.
- (6) **Phasing.** Initially the operation was planned to occur over three phases:
 - i. **Phase 1: Scoping and reporting.** Surveys of five to six indigenous communities per week conducted by FaHCSIA led site survey teams. JTF 641 provides enabling support until all 65 communities are scoped.
 - ii. **Phase 2: Response and support.** Based on phase one reports, IATF delivers immediate reform assistance. Reform operations will generally commence one week after the site survey with NTPOL providing an initial community presence before additional DoHA and DEEWR personnel arrive in the following week(s). Phase 1 and Phase 2 will eventually be conducted concurrently. The duration of on-site activities may become enduring in nature depending on the level of reform required.
 - iii. **Phase 3: Long-term support.** Longer term commitment of GOAS resources to build and enhance selected communities to be completed over an extended period of time. A duration of up to five years or more for phase three is not be discounted.

Subsequent CJOPS guidance (for the period 20 Dec 07-21 Nov 08)

10. Plans were subsequently reviewed in late 2007 as agreement on the level of agreed ADF assistance firmed and NTER's tempo of operations became more predictable, set to a

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programed rate of effort. This allowed JTF641 operations to be functionally rationalised, including a gradual drawdown of direct support to NTER from Jul 08.

a. **Mission.** No change.

b. **CJOPS intent.**

- (1) **Purpose.** To support the conduct of NTER emergency intervention operations to stabilise selected NT indigenous communities.
- (2) **Method.** Achieved by the rationalisation of Defence enabling commitments limited by time and capacity to an agreed level of Phase One support; and the restructuring of ADF elements into functional, task orientated groupings, capable of providing effective direct and indirect support to NTER community based operations.
- (3) **Endstate.** Agreed levels of direct ADF support have assisted NTER to successfully achieve initial stabilisation objectives. Upon the completion of Phase One, JTF641 has disengaged and disestablished, while other transitional ADF capabilities are postured in preparation to contribute to longer-term WoG initiatives to support possible NTER Phase Two and Three objectives.

b. **Concept of Operations** (Scheme of Manoeuvre). Prior to the completion of the 2007 NTER campaign season, HQJOC operations branch will negotiate an agreed level of Phase One support with NTER. Negotiations are to confirm the limitations of JTF641 support, including a reduction by 25% of the current level of intimate support to community deployments, the completion of all logistic and infrastructure enabling works sourced and funded by various Defence agencies and the tapering off of direct ADO support from 1 Jul–31 Dec 08. Following agreement on the level of 2008 ADO assistance, existing support to Operation OUTREACH will be functionally restructured in preparation to provide focussed support to NTER Phase One operations from 14 Jan 08. A patrol task group will be raised based upon rotating NORFORCE elements until 1 Jul 08. This period of support will require the augmentation of JTF641 with 22 personnel drawn from all three services. Works definition and sourcing of logistics and infrastructure enablers in support of NTER currently undertaken by JTF641, DS-NT/K and JLU-N will be centralised with the creation of a tailored JTF641 Logistics Coordination Cell (JLCC). This will enable DS-NT/K and JLU-N to return to core regional based logistics and life-support business in support of wider Defence tasks and operations in the NT. From the completion of community child health checks, establishment of essential NTPOL containerised accommodation and other agreed Phase One enablers on, or about, 1 Jul 08, JTF641 will commence reducing the level of ADF support to NTER in a gradual, phased manner until ceasing all direct support operations NLT 31 Dec 08. Throughout this period continued ADF operational and tactical level lift assets will be requested by JTF641, and coordinated by HQJOC to provide direct support to the operation. Following the completion of Phase One, JTF641 will be disestablished, with NORFORCE transitioning to force preparation in readiness to return to

S22 S22 tasking in 2009. The JLCC will either be

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disestablished or migrate to a civilian based intervention contract management service funded by and reporting directly to NTER.

- c. **Main Effort.** Negotiated agreement on the level of ADF support to NTER.
- d. **Supporting Effort.** Continued direct support to NTER community deployments until the completion of Phase One.
- e. **Execution.**
 - (1) **Phase One – Stabilisation.** *Initial* support to NTER survey, protection and remediation of Aboriginal child health and associated indigenous welfare reforms in selected NT indigenous communities. ADF operations in support of Phase One will continue to be rationalised with a tapering-off of direct support from 1 Jul 08, concluding with cessation of support NLT 31 Dec 08.
 - (2) **Phase Two – Normalisation.** On order from 1 Jan 09, *Follow-on* support to WoG efforts to ensure selected NT indigenous communities are safer and healthier places to live. This phase will include the provision of improved housing and employment arrangements. The end date of support to Phase Two is to be determined. Orders pertaining to the ADF support to this phase will be promulgated in subsequent fragmentary orders to this OPOD.
 - (3) **Phase Three - Long-term support.** Post normalisation *Enduring* support to WoG efforts to ensure minimal degradation of indigenous community reform.
 - (4) **Phase Four – Redeployment and regeneration.** Final post operational remediation of the ADF effort, including the redeployment of assigned personnel, acquittal of operationally accrued leave and audit of COS entitlements provisions; reconstitution of assigned FE, and the closure and reconciliation of operation equipment and finance accounts. Phase Four requirements are to be implemented upon the completion of individual or unit commitments to the operation.

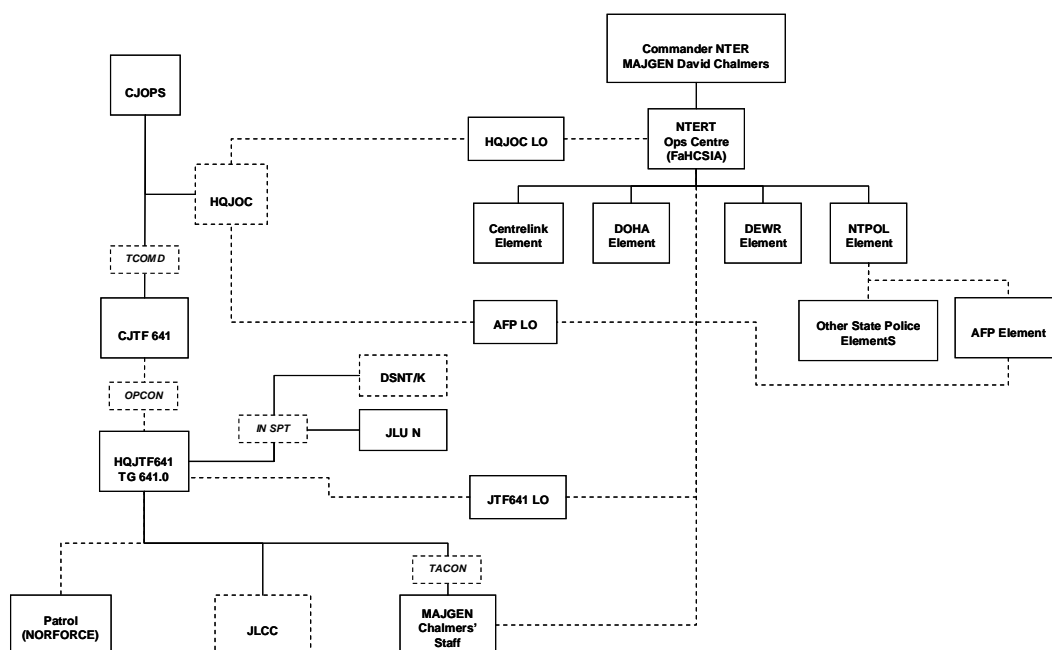
11. **Organisation & C2 relationships.** Operational imperatives determined the organisation of JTF641. As such the task force organisation was constantly reviewed and tailored in response to variances in both task and environment. Figure 1 shows the generic JTF641 organisation and C2 relationships. The following ADF capabilities were either assigned, or tasked in support of the operation:

- a. **Assigned capabilities:**
 - (1) individual staff performing J1, J3, J4, J5, J6, finance and health functions;
 - (2) a Health Assessment Team to assist NTER community surveys;
 - (3) an Army Engineer Survey Team to assist in community site surveys;
 - (4) catering support;

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- (5) a Preventative Health Team;
 - (6) military staff assigned TACON for MAJGEN Chalmers, including a PAO, ADC and MA (all supplied by Air Force); and
 - (7) one JOC/JTF641 LO attached to NTER.
- b. **Supporting capabilities** (within the AO):
- (1) maritime tactical-lift support from Navy LCH and Army LCM8;
 - (2) land tactical-lift support from Army heavy lift road transport elements;
 - (3) air tactical-lift support from Air Force DHC-4 aircraft;
 - (4) HQJOC J5 staff to provide the initial surge of staff support to NTER;
 - (5) 1 Bde niche enabling logistics support (eg. MHE support);
 - (6) DSNT/K for reception, staging and contract delivery support; and
 - (7) JLU-N for national logistics support, particularly in relation to the provision of major systems, such as the JTF white vehicle fleet.
- c. **Personnel.** A total of 339 ADF personnel was eventually assigned to the operation. Over 300 additional ADF & ADO personnel provided direct support to the operation within the AO.

Figure 1. JTF641 Organisation and C2 Relationships



12. **Operational timeline.** See annex A.

13. **Operational outcomes.** The support provided was significant in ensuring the successful achievement of NTER's Phase One objectives. Phases Two and Four were not required as NTER, and the intervention as a whole, no longer needed dedicated ADF support from Oct 08. Phase Four objectives, redeployment and regeneration, was achieved prior to the conclusion of the operation; thereby enabling NORFORCE to be ready to recommence operations in support of S22 from Feb 09. The following second order objectives were achieved:

a. **Community relations.** Irrespective of the sensitivities associated with the intervention, the trust and confidence of the NT's indigenous population in the ADF (assessed as the operational COG) was reinforced. In particular, JTF641 operations reinvigorated NORFORCE's engagement with the indigenous people of Southern and Central NT.

b. **Situational awareness.** JTF641 operations encompassed the engagement with 74 indigenous communities throughout the NT. S22

13. **Facilities.** NORFORCE and DS-NT/K facilities were utilised throughout the operation.

a. **NORFORCE.** RHQ and Central Squadron's Alice Springs Depot were utilised during the operation. Additional HQ JTF641 office space, inclusive of appropriate C4 capabilities, was provided by DSG within the confines of Larrakeyah Barracks. From Nov 07-Nov 08, elements of HQ JTF641 were required to relocate to temporary facilities within HQ NORCOM due to health related refurbishments of NORFORCE's RHQ building.

b. **DS-NT/K.** Defence Establishment Berrima was used to accommodate transiting groups of NTER health staff as they travelled through Darwin for onward journey to remote communities. This reception and staging effect, which included "induction" training by JTF641 staff, was sustained until all 74 community based child health checks was completed.

14. **Resources/Expenditure.** Defence was originally provided an operational budget of \$15,000,000. Operational expenditure is detailed below:

a. FY07/08 - \$12,182,335.80; and

b. FY08/09 – estimated at \$2, 200,000, noting that operational financial accounts will remain open until 30 Jun 09 to ensure all reconstitution costs are properly accounted for and reconciled.

15. **Lessons learned.**

a. **HQJOC observations and lessons learned.** See annex B.

b. **JTF641 observations and lessons learned.** See ref D.

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16. **Conclusion.** Operation OUTREACH is the largest domestic operation of its type ever conducted by the ADF. For the first time in history, the ADF responded to meet a widespread internal domestic humanitarian disaster. For 17 months, ADF elements operated continuously over a vast area of mainland Australia; directly contributing to the successful implementation of the government's intervention strategy. The ADF's ability to meet this challenge with adaptive forces ensured vital aid and social reform was distributed effectively to 74 remote aboriginal communities. It is testimony to the quality of the men and women who serve the ADF that throughout the operation, the trust and faith of the indigenous people was maintained; resulting in a permissive environment and operational space for the social reforms to be implemented free of interference.

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Dec 08

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Annexes:

- A. Operation OUTREACH Operational Timeline
- B. HQJOC Operation OUTREACH Post Operational Observations and Lessons Learned

ANNEX A TO

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DEC 08

OPERATION OUTREACH TIMELINE

Ser	Date	Occurrence	Remarks
(a)	(b)	(c)	(d)
1.	21 Jun 07	PM announces national emergency measures	
2.	21 Jun 07	Telecon Minister Brough and DCA	Discussion regarding possible Army options
3.	24 Jun 07	NORFORCE concentrates five patrols IVO Alice Springs	Under single service C2
4.	25 Jun 07	IDC convened by PM&C	Whole of government approach confirmed
5.	25 Jun 07	CDF EXECUTO issued	COL Mark Shephard (LHQ) arrives Alice Springs to assume command of ADF response (later CJTF641)
6.	27 Jun 07	First IATF community site-surveys commence IVO Alice Springs	NORFORCE provides coordination assistance
7.	28 Jun 07	CJOPS EXECUTO issued	JTF641 is raised at Alice Springs
8.	1 Jul 07	FaHCSIA formally assumes lead government agency role of IATF	
9.	1 Jul 07	Second round of IATF community site-surveys commence IVO Alice Springs	Eventually a ratio of five to six communities will be surveyed every week
10.	6 Jul 07	NTPOL community presence commences IVO Alice Springs	
11.	8 Jul 07	First child health check teams concentrate IVO Alice Springs	Eventually a ratio of five to six communities will be visited by a child health check team every week
12.	11 Jul 07	Operation OUTREACH CONOPS brief delivered to SCG-P	
13.	12 Jul 07	The IATF transitions to the NTER and is formally raised and established at Alice Springs	MAJGEN David Chalmers is seconded to FaHCSIA and assumes appointment as Commander of the NTER Operations Centre

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14.	1 Oct 07	LTCOL Michael Rozzoli assumes command of JTF641.	Commencement of functional rationalisation of JTF operations, COL Mark Shephard returns to LHQ
15.	1 Nov 07	NTER operations shift from South and Central NT to Top End communities	JTF641 operations correspond with NTER operational design. Significant mobility issues begin as the wet-season commences.
16.	4 Nov 07	NTER Operations Centre relocates to Darwin	
17.	27 Nov 07	HQJOC J3 Staff negotiate an agreement with NTER on the limit of ADF support to the intervention	
18.	20 Dec 07	CJOPS issues Op OUTREACH OPOD 01/07	JTF641 commences further functional rationalisation. JTF Logistics Coordination Cell is raised to allow return of DSNT-K and JLU(N) to core business.
19.	Mar-May 08	Prolonged wet-season delays completion of JTF641 infrastructure tasks	Significant support is provide by Navy and Army tactical lift assets to remediate affects of the wet-season
20.	13 Jun 08	Last NTER community child health check is completed	74 communities have been visited
21.	21 Oct 08	JTF641 completes its last agreed task in support of NTER	Delivery of containerised police facilities to Santa Teresa community
22.	21 Nov 08	Op OUTREACH formally concluded	

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ANNEX B TO

P272445

DEC 08

HQJOC OBSERVATIONS AND LESSONS LEARNED - OPERATION OUTREACH

1. The observations described in this annex are pitched at the operational level of command. They should be read in conjunction with the tactical level observations contained within the JTF641 POR. These observations are for distribution throughout the command and the wider ADF to shape future planning for domestic ADF operations. As Operation OUTREACH was a land centric mission, these observations will also be made available for Army's Centre for Army Lessons (CAL).

2. Summary of key observations.

a. Observation One.

- (1) **Planning – unclear freedom of action.** Upon the commencement of the operation, it soon became evident that the scope of the ADF's involvement in supporting the intervention had not been brokered, or agreed to, at the strategic level with the lead government agency. This caused significant planning issues as operational level staff struggled to understand the limits of the ADF's commitment. Coupled with this was wide knowledge within the intervention community of Defence's operational budget, prompting NTER to repeatedly seek ADF assistance and Defence resources as a substitute for the usual avenues of funding or assistance available to the appropriate government agency. In time, breaking this cycle of dependency became the highest operational priority. Exasperating attempts to achieve this was the absence of a strategic agreement between the ADF and the lead government agency on the scope of the ADF's support (despite CDF mission statement). It was not until 27 Nov 07 that an operational level agreement was brokered directly between HQJOC and NTER staff that a limit on support tasks became formally distinguishable, thereby paving the way for the eventual drawdown of the operation.
- (2) **Cause.** The CDF mission to CJOPS, to *provide an agreed level of military support to the WoG assistance to the indigenous communities of the Northern Territory*, was not supported by an existing agreement between Defence and the supported commonwealth agency.
- (3) **Lesson (improve).** The mission given to a subordinate commander must be clear and unambiguous. The CDF mission was issued in the absence of a strategic agreement on the scope of the ADF's assistance to the intervention. In the absence of such clarity, HQJOC planners must move quickly to negotiate a formal agreement, or MOU, with supported agencies as soon as possible to avoid mission creep and abuse of Defence capabilities and resources.

b. Observation Two.

- (1) **Sub-optimal financial strategy.** The financial structure underpinning the operational budget, including a strategic framework for reconciliation of expenses, was unclear; resulting in a loose and ad hoc approach to fiscal management.

- (2) **Cause.** In the absence of a formal process for the provision of emergency funds outside of a Senior Minister's Review, the Departmental Secretaries involved in the intervention agreed upon a strategy that required each agency to furnish financial cost estimates to FaHCSIA for the purposes of a New Policy Proposal (NPP). Despite the absence of a legal framework to support such a decision,⁴ and in difference to NTER's intent for the ADF to provide a community coordination effect, Defence's contribution was included under the auspice of a law and order NPP based on net additional costs. As a result, this decision caused the operation to be incorrectly defined as a DACC Category 6 operation at the military strategic level. Additionally, by incorrectly focussing on net additional costs, the operational financial framework was now at odds with the DACC policy (see footnote 4). By deciding upon a Category 6 operation Defence was obliged to establish a ministerial-level budgetary reconciliation plan, based on a cost capture and cost recovery regime with the supported lead government agency. No such arrangements or strategic financial guidance were developed. At no point during the operation did the ADF provide a Category 6 DACC effect. The operation was clearly a DACC Category 3 operation (*assistance associated with the prolonged recovery from an emergency or disaster, but where the assistance is not directly related to the saving of life or property*). This advice was rejected despite HQJOC making this recommendation during initial planning. Also, while Category 6 assistance attracts cost recovery of expenses; Category 3 attracts no cost recovery.
- (3) **Lesson (improve).** Once the decision to commit the ADF to a domestic DACC operation is made a financial strategy must be developed at the strategic level with the supported agency / command that complies with established Defence policies and procedures. This ensures proper fiscal management and governance can be provided at all levels of command, particularly with respect to the cost capture mechanisms required to ensure proper accounting and reconciliation of expenses.

c. **Observation Three.**

- (1) **Selection and maintenance of the aim.** During the initial "crisis" period, the J3 planning team, operating to a tight timelines, did not visit the AO or communicate directly with the lead *supported* agency. Over-reliance on local tactical level information and third-hand advice saw the focus of ADF operations unnecessarily diverge into an engineer works and contract management effort. This amounted to an unnecessary deviation off the main effort, obscuring the essential requirement to support NTER community deployments with niche / unique ADF capabilities (read NORFORCE).
- (2) **Cause.** To support the initial development of plans, an urgent, ad hoc approach to RFI collection and the JIPB was allowed to manifest as a compensator for the strategic failure to identify the indicators and warnings that government was planning to conduct a significant domestic operation. In short, RFI collection and situational understanding suffered due to an absence of "ground-truth". This was despite the best efforts of an array of ADF planners, from the strategic, land component and tactical level. A small number of HQJOC J5 staff did deploy to

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Part 3, AAA of the Defence Act requires the "call-out" of the ADF to provide assistance to secure domestic law and order through the use of force, including deadly force. Category 6 Defence Assistance to the Civil Community allows for the use of the ADF to provide assistance to law enforcement agencies where there is no likelihood of force being used. Costs associated with Category 6 assistance are recoverable **based on full cost**.

Alice Springs, but their main effort was to assist the development of an NTER synchronisation plan during the first weeks of the intervention (subsequently overhauled by replacement NTER civilian planners). A lack of ground-truth and operational level-of-command supervision, plus a level of Stockholm syndrome, allowed the operation to unnecessarily deviate towards non-core tasks such as the management of expensive and prolonged civil construction contracts. It was not until Oct 07, when the JOC desk officer conducted a personal situational awareness tour of the AO that subsequent operational level plans began to mature, realigning the main effort of the operation to the aim of supporting NTER with coordinated assistance to community deployments.

- (3) **Lesson** (improve). Upon the commencement of a non-alerted “crisis” consideration must be given to deploying a task organised deployable operational-level reconnaissance team (DRT) to the AO in order to achieve an accurate, non-biased, understanding of both the situation and the essential tasks needed to be performed. While on task in the AO, the DRT should report back to CJOPS, provide prudent operational level oversight of the mission at hand and develop and issue initial CJOPS orders.

d. **Observation Four.**

- (1) **Utility of NORFORCE.** The utility of basing the main focus of ADF effort on NORFORCE ensured NTER operations were enabled with significant community coordination and brokerage support.
- (2) **Cause.** NORFORCE’s established links with the aboriginal communities of the NT assisted, NTER health and social workers to operate in a permissive environment. This was attributable to NORFORCE’s established reputation with the majority of communities, established over many years as part of NORFORCE’s RFSU mission. Where communities had experienced minimal contact with NORFORCE elements, access and freedom of movement was often brokered by indigenous officers and soldiers⁵. The provision of “chaperone” support to NTER officials was also effective in providing an atmosphere of security and trust for deployed health and social workers.
- (3) **Lesson** (sustain). Where possible, resident ADF forces that possess a superior level of local knowledge of the AO and enjoy an affinity with the resident populace should be employed on domestic operations. Not only does this aid in providing greater flexibility for the deployed force as a whole, it also aids in strengthening the bond between the unit and the community-at-large. While the use of a local unit should be sustained, consideration must be given to the significant personnel management liability required to maintain an appropriate level of prolonged force projection when Reserve units are used. Where this is the case, as it was for NORFORCE, augmentation must be considered.

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This was particularly the case in Central and Southern NT, where the frequency of contact with communities in these areas had reduced in recent years commensurate with a main focus on the northern littoral, and approaches, S22.

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VICE CHIEF OF THE DEFENCE FORCE EXECUTIVE
Headquarters Joint Operations Command

HQJOC B716253/07

BRIEF FOR CDF

OP OUTREACH - SUSTAINED ADF COMMITMENTS 2008 AND BEYOND

Reference:

- A. AGENDA PAPER – 070904 - SECRETARIES GROUP ON INDIGENOUS AFFAIRS
- B. CJOPS EXECUTO – 070628 - CJOPS EXECUTO 01/07 - C1212483
- C. MINUTE – 070802 – VCDF – OP OUTREACH – CDF INTENT FOR THE ONGOING ADF CONTRIBUTION - B714599.

BACKGROUND

- On 26 Jun 07, Government announced its intention to intervene in indigenous communities in the NT and established the NT Emergency Response Task Force (NTERT). The ADF responded with the establishment of a Joint Task Force (JTF 641) to provide unique and flexible military support under OP OUTREACH.
- HQJOC planning has focused on transitioning to a sustainable, enduring support arrangements as soon as possible. This will be achieved through transition to contracted solutions, residual military specialist support, NORFORCE capability, AACAP and any new programs and measures.

AIM

- This brief is written to provide you with a summary of proposed and likely future ADF commitments to OP OUTREACH as part of the WoG intervention in the NT.

RECOMMENDATIONS

- It is recommended that you note that:
 - An NTERT support contract should be signed in Dec 07 and could commence in late Jan 08 but is unlikely to be fully effective until Mar 08.
 - until the Support Contract is fully effective, ongoing ADF logistics support will be required.
 - NORFORCE FE will reconstitute in Jan 08.
 - the HQJOC timeline has three key decision points:
 - * By 1 Oct, HQJOC will complete D+90 review and balance HQ JTF641.
 - * By 1 Nov, HQJOC will confirm RSG requirements based on tender process.

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- * By 1 Mar 08, HQJOC will review contract effectiveness and identify a model for long-term ADF support. A decision on the management of long-term ADF support is not required until Apr 08.

STRATEGIC INTENT

National Intent

- The NT Emergency Response Task Force CONOPS identifies three broad phases – Stabilisation, Normalisation and Enduring Provisions, however only addressed Ph 1 tasks. Passage of key Legislation has enabled further TF planning.
- The Secretaries' Group on Indigenous affairs met on 4 Sep 07. The group agreed on a hub and spoke model for service delivery and to develop an NTERT Implementation Plan for consideration by the Secretaries Group in Oct 07 and the Ministerial Task Force on Indigenous Affairs in Nov 07.
- A Revised CDF intent for OP OUTREACH was issued on 2 Aug 07. The nature and scope of Defence Support requested under OP OUTREACH remains extant.

CDF Intent

- Refs B and C provide CDF intent to support WoG intervention under OP OUTREACH. CDF intent was updated at Ref C as follows:
 - BPT provide ADF sustainment beyond the 3 month Stabilisation Phase
 - BPT support the WoG Normalisation Phase at current levels
 - Transition specialist capability to contracted solutions ASAP
 - Review AACAP outcomes to complement long-term NTERT requirements
 - Review NORFORCE roles and examine potential for enhancing long-term Reserve employment opportunities

ADF SUPPORT

Assigned Forces

- **HQ NTERT.** MAJGEN Chalmers is the Operational Commander of the NTERT Operations Centre and maintains a small personal military staff together with JTF 641 liaison officers. Positions initially staffed by joint plans, operations and logistics personnel have now transferred to civilian staff.
 - **HQ JTF 641.** HQJTF 641 consists of NORFORCE personnel, augmented by joint staff and reinforced by Pilbara Regt and 2 DIV soldiers. Liaison officers are sited with HQ NTERT and NTPOL.
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OP OUTREACH Phasing

- The NTERT Stabilisation phase commenced on 26 Jun 07. This phase commenced with community surveys and is now focused on deployment of Health Assessment Teams, Police personnel and Government Service coordinators.
- Visibility of NTERT Phases 2 (*Normalisation*) & 3 (*Enduring arrangements and Commonwealth Exit*) can be expected during the development of the NTERT Implementation Plan to the Ministerial Task Force meeting in Nov.
- The ADF response has been effective. Operational tempo has stabilised and is believed to be indicative of the level of support required through to the current planning horizon of mid 2008. Note that NTERT has planned an operational pause from 14 Dec to 12 Jan where no support is required.

Current NTERT Support Tasks

- Currently, the ADF provides comprehensive logistics support to NTERT through the provision of transport, sustainment, camp support, communications and community liaison.
- With the initial surveys complete, support is now focused on Child Health Assessment Teams and the deployment of new NTPOL stations across the Top End.
- Tasking is coordinated through an NTERT synchronisation matrix and JTF 641 support has evolved into an element referred to as the Remote Support Group. (diagram available at end of brief).

ENDURING MODEL

Defence contributions to WoG Intervention

- In addition to Defence support provided under OP OUTREACH, The ADF has long-term engagement programs that complement NTER objectives. Defence contributions into the future are likely to comprise the following:
 - **Direct support tasks.** Presently coordinated by HQ JTF 641, requests for direct support can be expected to continue with service delivery achieved through a combination of contracted solutions and DACC support.
 - **Existing programs.** Existing Programs consist of AACAP infrastructure, capacity building and engagement, and NORFORCE engagement and special relationship with indigenous Australians.
 - **New initiatives.** Defence is exploring new options for Indigenous employment initiatives in support of Govt intent. Army intent to develop NORFORCE capability (COSC outcome 19/07) also features on this line of operation.

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Management Options

- There are several options for managing ADF involvement in the long term:
 - **Option One.** Increase the scope of OP OUTREACH to 'glue together' existing long-term engagement programs, any future initiatives and NTER support tasks. A revised CJOPS CONOPS and Directives would need to be issued for LC led, Joint enabled activity.
 - **Option Two.** Consolidate ADF activities under an umbrella program managed by LC Support Group (the OUTREACH program), closing OP OUTREACH once NTER support tasks are transitioned via contract to FaCSIA as the Lead Department.
 - **Options Three.** Conclude OP OUTREACH once NTER support tasks are transitioned, with LC Support Group maintaining pre-existing liaison arrangements with FaCSIA and OGD to continue delivering long-term engagement programs.
- A decision on these is not required until Apr 08.

Measures of Effectiveness

- While MoE are likely tracked at various levels within applicable HQs and Groups, a collective assessment is required. MoE for successful ADF contributions to the Whole-of-Govt Intervention are as follows:
 - Sustainable contributions to NTER that do not compromise other Govt Defence priorities and force generation capabilities.
 - The AACAP series is synchronised with WoG planning and continues to make a valuable contribution to remote Australia.
 - NORFORCE positive image is maintained and capacity is improved through recruiting and RTS initiatives
 - Future initiatives, e.g. indigenous employment initiatives, have been scoped and are implemented.

TRANSITION OF ADF SUPPORT

Comprehensive Logistic Support Contract (CLSC)

- **Scope.** A CLSC is simpler to manage than multiple contracts with different suppliers and is used successfully in OP ANODE. A CLSC is being developed that scopes JTF 641 current tasks. The contract will have flexibility to deal with any potential NTER surge requirements and will include:
 - FOB 'reception feeder' transport and shuttle to and from communities
 - Transport support for stores and equipment

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- Domestic support, including meals and camp labour
- Working accommodation support where local facilities are not sufficient
- Options to provide low-level security for WoG stores and equipment
- Configuration and resupply of medical kits
- **Timing.** Current indications that a contract could be signed by mid-Dec 07, commence in Jan 08 and be full effective by Mar 08. During this transitional period, continued uniformed support is likely.
- **Management.** Defence will be expected to initially fund the CSLC and any additional contracts through existing supplementation, with FaCSIA providing subsequent funding. FaCSIA is participating in the tender activity as the end customer and to familiarise FaCSIA contract managers with the tender.

Additional Contracts

- Additional contracts may be scoped for air and maritime transport. This would alleviate but not eliminate demands on ADF assets, which will continue to provide a useful capability consistent with core roles at a sustainable level.

Remote Support Group

- Planning has identified a workable model for sustained ADF support into 2008, termed the Remote Support Group (RSG). The RSG concept is based on known NTERT support requirements through to Mar 08. An assessment of CLSC development should be made by 01 Nov 07 to confirm exact requirements. The RSG will be assigned OPCON to NORFORCE for at least three months from late Jan 08 in order to continue ADF support to NTERT. The RSG model is described at Annex A.

Decision Points

- **HQ JTF 641 Transition.** HQJOC is undertaking an operational review of OP OUTREACH and expects to reduce HQ JTF641 staff from 42 to 15 pers and relocate to HQ NORFORCE, with CO NORFORCE appointed CJTF 641 WEF 01 Oct 07.
- CJTF 641 and LC SPT GP will continue to work parallel lines of operation to coordinate RFSU/Land participation in OUTREACH, AACAP 08 and 09 planning, advice to NTERT / WoG planning for Normalisation Phase and contract advice to DSG for the CLSC.
- **RSG planning.** In early Nov, HQJOC will have a more accurate understanding of contract capability, implementation timeline and transitional requirements. This will allow HQJOC to confirm the commitment to the Remote Support Group in 2008.
- **Transition Review.** HQJOC will review the effectiveness of the contract by 01 Mar 08 to determine further requirements. Options will be considered for enduring commitments at this time based on the outcomes of the NTERT Implementation plan, including a decision on future NTERT leadership.

- Future Decision points could arise should the NTERT CONOPS for Ph2 and Ph3 identify branch and sequel WoG activity outside enduring ADF commitments and the flexibility afforded by the CLSC and any ancillary contracts.

CONCURRENCY

Army

- **NORFORCE.** CO NORFORCE priority has shifted exclusively to support Op OUTREACH to the detriment of unit governance, Op RESOLUTE and unit continuation training. Reconstitution of NORFORCE FE will commence in Jan 08, allowing a resumption of OPO serial. Planning for JTF 641 relief-in-place to Dec 07 is complete. Planning to field a Remote Support Group in Jan 08 is underway.
- **AACAP.** AACAP 2007 has proceeded in Doomadgee, QLD as a parallel FaCSIA activity. COMD JTF641 attended the AACAP Steering Committee Meeting from 14-15 Aug 07 to discuss the AACAP 08 Project in Kalumburu, WA, with FACSIA and DoHA representatives. The AACAP program continues to meet Government objectives change has been flagged. CA wrote to CJOPS, CN and CAF on 31 Aug 07 advising that RAN and RAAF enablers would be required to support AACAP 08. The 2009 program is not yet determined, however an increase in ADF commitment should be discouraged.

Joint Enablers

- Navy and Air Force continue to be support JTF 641 through LCH, Caribou in direct support and provision of joint staff. Both services have been warned out of support requirements to AACAP 08.
- HQJOC is drafting a WARNORD to the Services advising of the requirement to staff the Remote Support Group from Jan 08 until the CLSC is fully effective. Further details of the required composition and the timeline are expected to become available approaching Key Decision Point 2 on 1 Nov. This will also determine the requirement for contract management and liaison staffing.

RISKS

- **Contract delays.** Delays in contract implementation would require sustained ADF commitment (OP OUTREACH Ph 2) beyond Mar 08. Delays may arise if subject to negotiations between FaCSIA and OGD about arrangements to transition funding from Defence. The RSG will BPT continue ops accordingly.
 - **WoG planning.** NTERT Ph 2& 3 support requirements to be issued and the Government could widen the intervention. Both these risks are mitigated with flexibility designed into the logistics support contract. Any widening will also be limited by OGD capacity. The election period may impact on achieving this target. A change of Government would likely stall intervention while the activity was reviewed, probably including a further consultation period.
 - **AACAP.** Government may seek to expand AACAP. This should be shaped by LC SPT GP participation in WoG planning and through AACAP Advisory Council.
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- **Expansion of the intervention.** The Government may seek to broaden the intervention in excess of contract scope (responsiveness and capacity). This risk can be mitigated with flexibility in the CLSC and that the CLSC is also not constrained by state/territory borders. This risk is low due to capacity issues within OGD and NTGOV services.
- **Negative impact on NORFORCE.** This risk could arise with any real or perceived WoG strategic/operational or tactical failures with intervention, adversely impacting indigenous perception of NORFORCE and the ADF at large, leading to a compromise in ADF capacity to engage and recruit. On the positive side, engaged and unengaged NORFORCE personnel are influential community members and are bringing their children in to the Child Health Check teams. There are opportunities to increase our PA efforts through promotion of AACAP and recognition of the work of NORFORCE members.
- **Perception of military intervention.** A common observation is that 'The Army' is leading this activity, reinforced by NORFORCE participation and a uniformed Field Commander controlling and coordinating WoG efforts. Leadership of NTERT beyond the agreed 12 month period would reinforces this negative perception.

CONCLUSION

- Defence is well placed to provide continued support to Government measures in indigenous Australia. Long-term sustainment of NTERT activity will be best served through a Comprehensive Logistics Support Contract for mobility and logistics requirements, eventually managed by FaCSIA.
- The ADF can continue to provide valuable support to indigenous communities in partnership with FaCSIA through participation in the AACAP program, while a reconstituted NORFORCE can resume vital surveillance activity in partnership with Indigenous soldiers.

NOTED

NOTED

NOTED

NOTED

NOTED

K.J. GILLESPIE
LTGEN
VCDF

A.G. HOUSTON
ACM
CDF

Sep 07

Sep 07

Comment [BJR1]: Confirm staffing arrangements...

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S47F

Authorities consulted:

AHQ (SO1 OPS)

AFHQ (DOPS)

NHQ (FLEETLO)

LHQ (SO1 DOM OPS)

MSC(LAND OPS)

HQJOC (DOPLANS, DSRROPS, SO1 DOMOPS, SO1 LOGPLANS, SO1 LOGOPS, SO1
HLTHPLANS)

COMD JTF641

CO NORFORCE

Comment [BJR2]: Confirm need
internal JOC consultation?

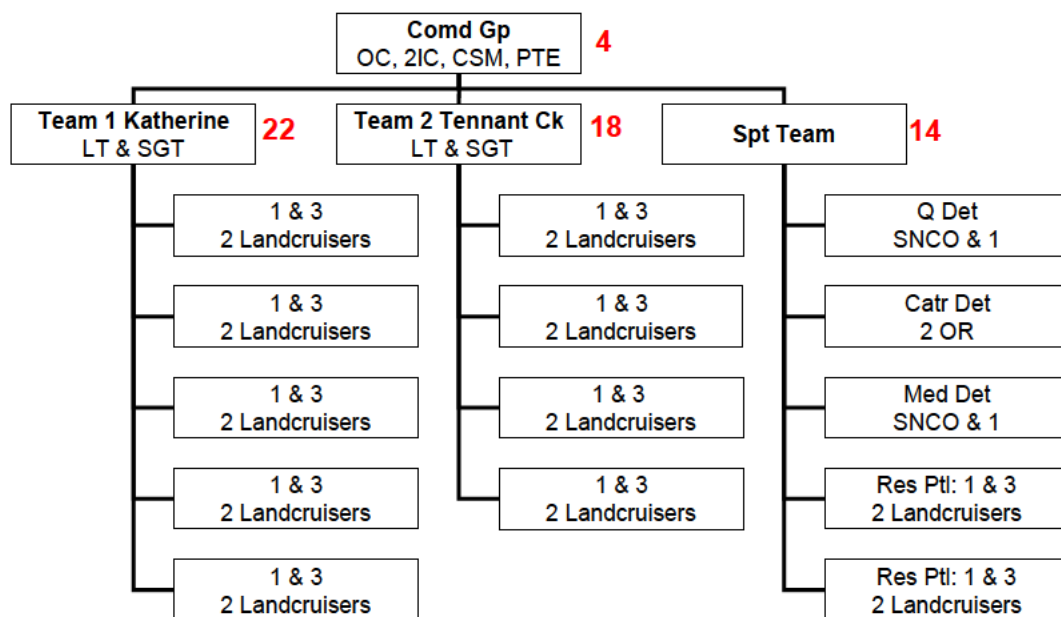
All Agreed with content of presentation.

Comment [BJR3]: Will need to send
this out for comment to consult list

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**ANNEX A TO
HQJOC B716253**

OP OUTREACH REMOTE SUPPORT GROUP MODEL



Total Pers = 58

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HQJTF641/OUT/070830

BRIEF FOR DCJOPS (through DG Ops): D+90 REVIEW OF JTF 641 STRUCTURE

Background

1. As JTF 641 approaches its 11th week of operation, its support to NTERT initial site surveys is complete, and its support for Child Health Checks (CHC) are well underway. All JTF 641 operations are now occurring in the Top End, with ongoing support to the next batch of CHCs, as well as assisting in the establishment of NTPOL presence in priority communities.
2. With the completion of the site surveys and the approach of D+90, a review of OP OUTREACH now falls due. This brief proposes a change to C2 arrangements that will place JTF 641 on a sustainable footing for the remainder of 2007 and into 2008.

Recommendations

3. That you:
 - a. **Note** that NTERT's program of site surveys has been successfully completed with JTF 641 support;
 - b. **Note** that NTERT tasking of JTF 641 has stabilised, and that all JTF 641 operations are now occurring out of Darwin;
 - c. **Note** NORFORCE has a sustainable capability to command and control logistic support operations while accepting reinforcements and round-outs;
 - d. **Note** CJTF 641's ability to undertake parallel planning for NTERT Ph 2 Normalisation tasks, AACAP projects in 2008 and 2009, and RFSU capability management; and
 - e. **Approve** a 2-stage transition to restructure JTF 641 on NORFORCE starting at D+90.

Current situation

4. **Site surveys.** JTF 641 has provided logistic support to NTERT site surveys in all 73 prescribed communities. These surveys are now complete, and the information gathered is now being collated by FaCSIA in Canberra. JTF 641's engineer and health recon teams have participated in these site surveys, and their task is now largely complete, allowing for some minor follow-up action. They will return to unit soon.
5. **Child health checks.** JTF 641 has provided logistic support to CHC teams that have serviced 21 communities IVO Alice Springs. The CHCs have now moved to the Top End, and JTF 641 will support 12 teams on a weekly basis from now until the Christmas break, IAW the NTERT Synchronisation Matrix. The move north has resulted in RHQ NORFORCE in Darwin playing a larger role in coordination and becoming more familiar with NTERT procedures.
6. **NTPOL insertion.** JTF 641 is currently planning to assist NTERT with the insertion of NTPOL into 11 priority communities in the Top End. JTF 641 will source this support from

allocated Navy and Army maritime assets, as well as contractors sourced by DS NT/K and JLU(N).

7. **Relationships.** JTF 641 has established LOs at NTERT and NTPOL who facilitate the passage of information between the various parties. In the coming months, NTERT will prepare for its move to Darwin (doors open 01 Nov 07) and the relationship between it and NORFORCE will become permanent.

8. **CJTF 641 assessment.** JTF 641 support to NTERT is now understood and stable. Manning, equipment, relationships and procedures have been developed over the last 10 weeks that ensure that JTF 641 is capable of meeting NTERT requirements. The initial short notice requirement to establish JTF 641 and NTERT has been met. As a result of these factors, CO NORFORCE is now well capable of operating directly in support to NTERT on a sustainable basis.

Future planning

9. **Ph 1 Stabilisation in 2008.** HQ JOC and DSG are progressing a Comprehensive Logistic Support Contract (CLSC) solution to replace the transport and life support currently provided by NORFORCE. I assess as most likely that the contract will not be fully realised for some months into 2008. This is due to the work involved in confirming requirements, tendering, negotiations etc, as well as the challenges imposed by the wet season and dispersed locations. HQ JOC and JTF 641 have both identified the need for a risk reduction plan to cater for this eventuality, and the JTF 641 proposal is to form a Remote Support Group (RSG) to take on the patrol work that NORFORCE has been doing. CO NORFORCE has confirmed his willingness and ongoing ability to participate in Op OUTREACH, due to the relationships, regional presence, engagement that his regiment enjoys. The RSG would therefore be attached OPCON to NORFORCE for at least four months in 2008, transitioning to CLSC as appropriate. It is also important to note that the RSG will provide the assurance and confidence that OGA appreciate in some of the more remote communities.

10. **Ph 2 Normalisation.** DG Plans is currently preparing a review of Op OUTREACH, and has identified the following activities as part of Defence's ongoing contribution to NTERT:

- a. **AACAP.** The Army Community Assistance Program (AACAP) is now in its 11th year, having provided housing, infrastructure, health support and employability skills training to 14 indigenous communities in the NT, WA and QLD. CJTF 641 (as COMD LC Spt Gp) represents Army on the AACAP Steering Committee that is chaired by FaCSIA, and his HQ plans and coordinates this activity for LCAUST. CJTF 641 is currently involved in the planning for the 2008 project in Kalumburu (WA), a Federal Govt Strategic Intervention site. DG Plans is seeking to link the 2009 project with NTERT aims, and it is likely that CJTF 641 will play a key role in achieving this.
- b. **RFSU participation.** Army's Regional Force Surveillance Units (RFSU) have provided regionally based situational awareness for the last 25 years. They employ the largest proportion of indigenous soldiers of any unit of the ADF, traditionally in land surveillance roles in support of border protection. The RFSUs are commanded by CJTF 641 (as COMD LC Spt Gp). For the Stabilisation Phase, CJTF 641 has coordinated the reinforcement of NORFORCE from the Pilbara Regt and 51 FNQR. For the Normalisation Phase, CJTF 641 will need to plan how the RFSUs

can further contribute in terms of indigenous employment, training activities, and cadets.

11. **CJTF 641 assessment.** With local operations under the control of CO NORFORCE as DCJTF 641, CJTF 641 could most usefully operate out of Sydney to resume full command of the LC Spt Gp IOT garner its resources in support of Ph 2 planning.

C2 proposal

12. Cognisant of the continuity and stability of current JTF 641 taskings, NORFORCE's ability to exercise C2 in a sustainable way, and CJTF 641's requirement to participate in parallel planning, it is assessed as appropriate and timely to transition JTF 641 to a sustainable structure based on NORFORCE. This would occur in two stages from D+90:

- a. **Stage 1.** CJTF 641 would be based in Sydney from D+90, IOT coordinate ADF support to Ph 1 Stabilisation, as well as to plan ADF contribution to Ph 2 Normalisation. CO NORFORCE (DCJTF 641) would coordinate and control operations locally and continue liaison with NTERT and NTPOL. HQ JTF 641 staff would reduce from 42 personnel to 15, who would relocate to reinforce RHQ NORFORCE.
- b. **Stage 2.** From D+150, CJTF 641 would transition to CO NORFORCE. COMD LC Spt Gp would remain engaged IOT align AACAP and RFSU efforts with the NT Emergency Response. The JTF OMD would reduce to eight personnel to Dec 09. Depending on the timeliness of CLSC solution, NORFORCE would be rounded out with an OPCON Remote Support Group (RSG) of 58 personnel IOT deliver mission essential support to NTERT agencies up until mid-2008.

Conclusion

13. In summary, JTF 641 is now established and taskings are stable. As the focus of JTF 641 support to NTERT is now fully in the Top End, it is appropriate to start planning for CO NORFORCE to take over command and support NTERT on a sustainable basis throughout 2008.

14. This transition would start with CJTF 641 returning to Sydney at D+90, to concentrate on Ph 2 Normalisation Planning with OGA, plan AACAP 08 and 09, as well as assist DSG with implementing contracting actions, and remain as the Land POC for Op OUTREACH. The transition would be complete with CO NORFORCE appointed as CJTF 641 at D+150, postured to continue support to NTERT with the resumption of NTERT operations in late Jan 08.

Prepared by: COL M.A.SHEPHARD CJTF 641 30 Aug 07

Concurrence: LCAUST

Review of JTF 641 Structure

CJTF 641
COL Mark Shephard

Review Methodology

Maintain
agreed levels
of spt to
NTERT¹

Review the
JTF construct

Inform
contract
formulation
and
evaluation

Design ADF
transition
mitigation
strategy

Manage ADF
asset to
sustainable
output

SITREP wef 29 Aug: JTF 641 estb and stable in spt of NTERT

- Ph 1 Site surveys complete:
 - Engrs can RTU
- All new Child health checks start Top End
 - Health Recon Team has visited all cty, & can RTU soon
 - NORFORCE comfortable with spt task
- JTF 641 tasking has stabilised; Synch Matrix mature
- Liaison with NTERT and NTPOL established
- Reinforcement and roundouts:
 - Reinforcement demand #2 submitted
 - Remote support group identified
 - Comprehensive Log Spt Contracting underway

SITREP wef 25 Sep D + 90: FCI 015/17/18
Item 4

JTF 641 transitions to sustainable posture

- CHCs at steady state throughout Top End
- Understanding of contract capability, cost, timeliness is clearer
 - RSG turned on or off
- CJTF 641 increasing his participation in parallel lines of operation:
 - Other RFSU/Land participation in Outreach
 - AACAP 08 and 09 planning
 - Advice to WoG planning for Normalisation Phase
 - Contracting advice to DSG for CLSC
- HQ NTERT focus on Top End, NTG, and moving to Darwin

JTF 641 Proposal

Post D+90

HQ JTF 641 Stage 1

wef 01 Oct 07

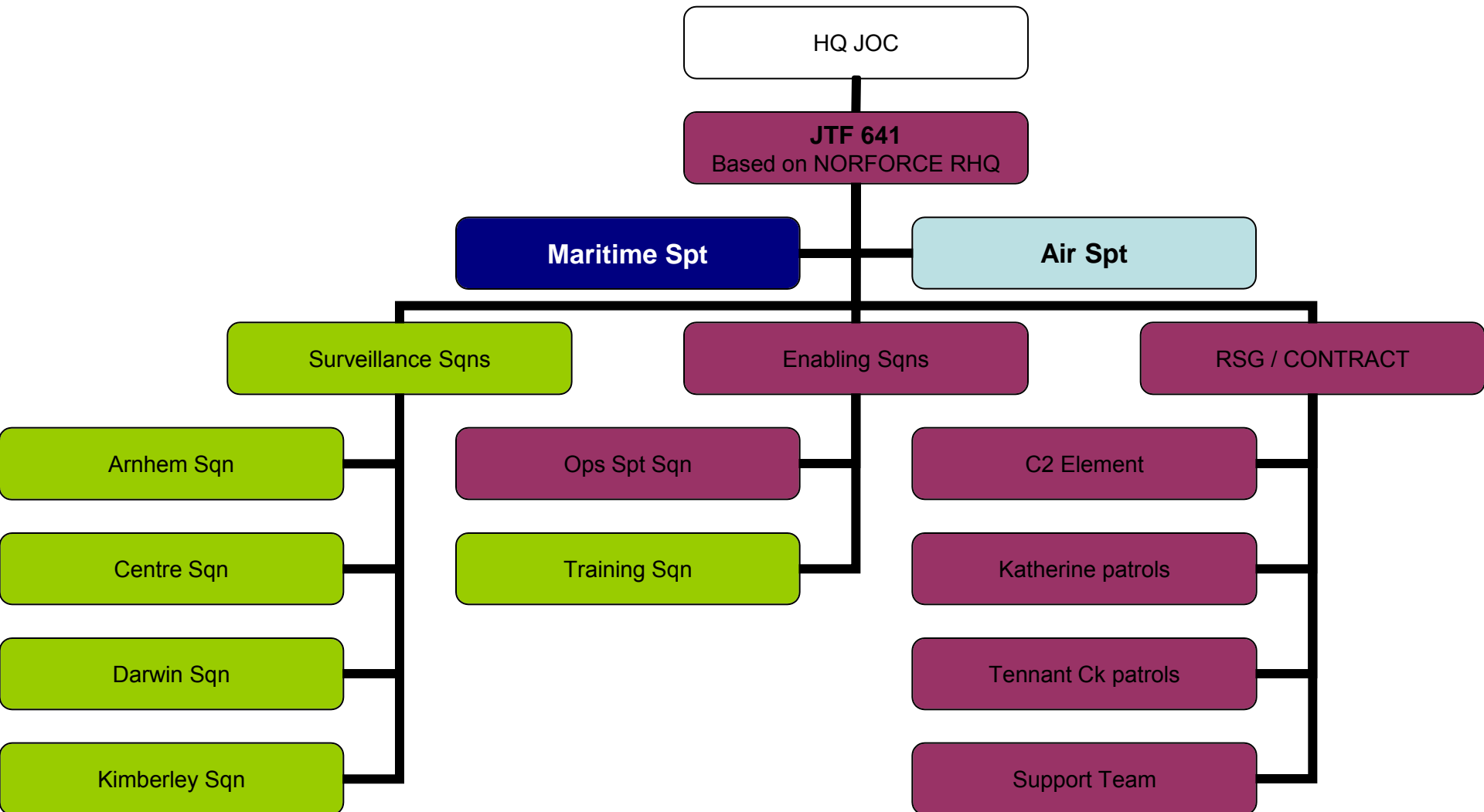
- CJTF 641 estb at LHQ in Sydney
 - HQ LC Spt Gp
- JTF 641 commanded locally by CO NORFORCE (DCJTF 641) in Darwin
- Residual OMD:
 - Pers Log (J1/4, J43, J1, Clk)
 - FA and Clk
 - Ops (WO, WKPR, GLO, NTERT LO)
 - Tpt Mngr, MP LO, Medic, Catr x 2

HQ JTF 641 Stage 2

wef 01 Dec 07

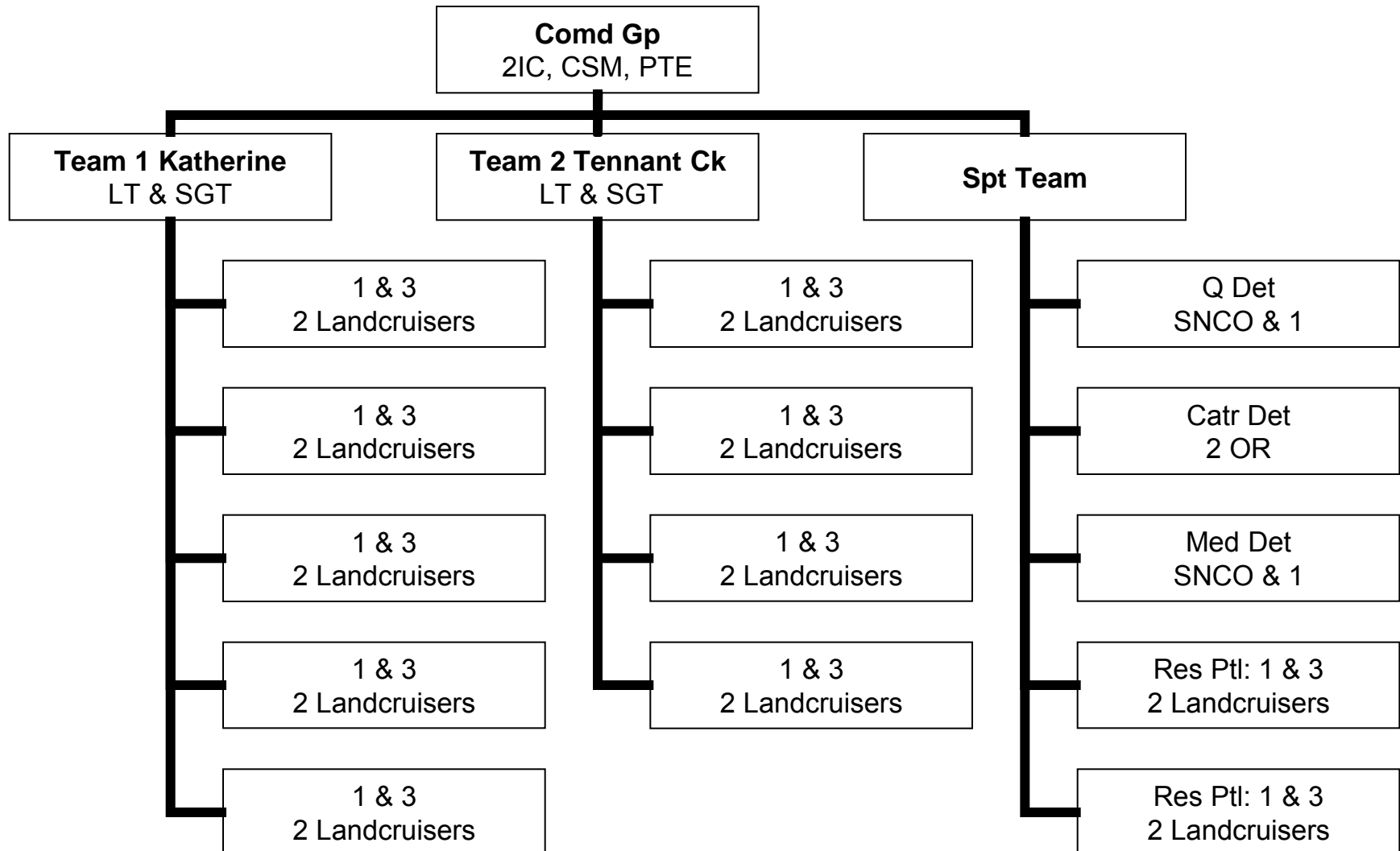
- CJTF 641 transfers to CO NORFORCE
- JTF 641 based on RHQ NORFORCE
- Residual OMD:
 - Pers Log (J1/4, J43, Clk)
 - Fin Clk
 - Ops (WO, GLO, NTERT LO)
 - Medic

HQ JTF 641 Stage 2



JTF 641

Remote Support Group



OPERATION OUTREACH

2008 CONOPS Brief 8 Nov 07

Purpose: *To determine Defence's transition from the initial support period to the culmination of Phase One and to establish the framework of Defence support to NTERT in 2008.*

Joint Operations Command



BLUF

- No agreement on the level of ADF spt to the Op
- Duplication of log effort due to “sub-optimal” organisation & approach
- Norforce can support, but at 25% of ‘07 rate of effort
- There is no CLSC....there is no encompassing log “contract”
- Operational LOPS & timeline requires realignment IAW developing 08 situation
- JTF 641 needs to be reorganised along functional lines
 - Norforce to cont to provide ME to community activities...but requires 31 x ADF pers assigned.
 - Raise JTF 641 Log Coord Cell
- 08 Ops resume 14 Jan 08



Condition of own forces

- **JTF 641 (Norforce)**

- S22
- As at 29 Oct:
 - 103 dedicated to Outreach (needs to be continually rotated and managed)
 - 22 assigned pers augmenting
 - **Total 125**
 - 53 pers on tactical tasks
 - 5 x patrols ISO 10 x DoHA Child Health Checks Teams (CHCT).
 - Represents the steady state of operations since Jul 07.
 - **Multiple CHCTs can be supported by a single patrol.**
- Centre of Gravity = Norforce's indigenous soldiers



Condition of own forces

- ***JTF 641 (Norforce) – Projected 2008 Capabilities:***
 - Can sustain a 25% reduction in current rate of effort in 2008
 - Currently structured to support 12 x NTERT community deployments
 - Steady state of support since Jul 07 has been to 10 x NTERT community deployments
 - Therefore, capable of supporting 9 x NTERT deployment activities in 2008 with:
 - “Chaperone” support (*low investment, high pay-off*):
 - Community liaison
 - Assurance
 - Cultural interface
 - Brokering
 - Supports unit Op RESOLUTE mission to gain regional SA



Condition of own forces

Enabling Elm (in-direct spt)

- ***DS-NT/K***

- Project managerial:
 - Works definition
 - Liaison
- Procurement
- Transport
 - Strategic
 - Hire cars
- Accommodation & life spt
- 3rd line distribution
- Constn & infrastructure
- Communications
- Training facilities
- Environmental clearances

- ***JLU-N***

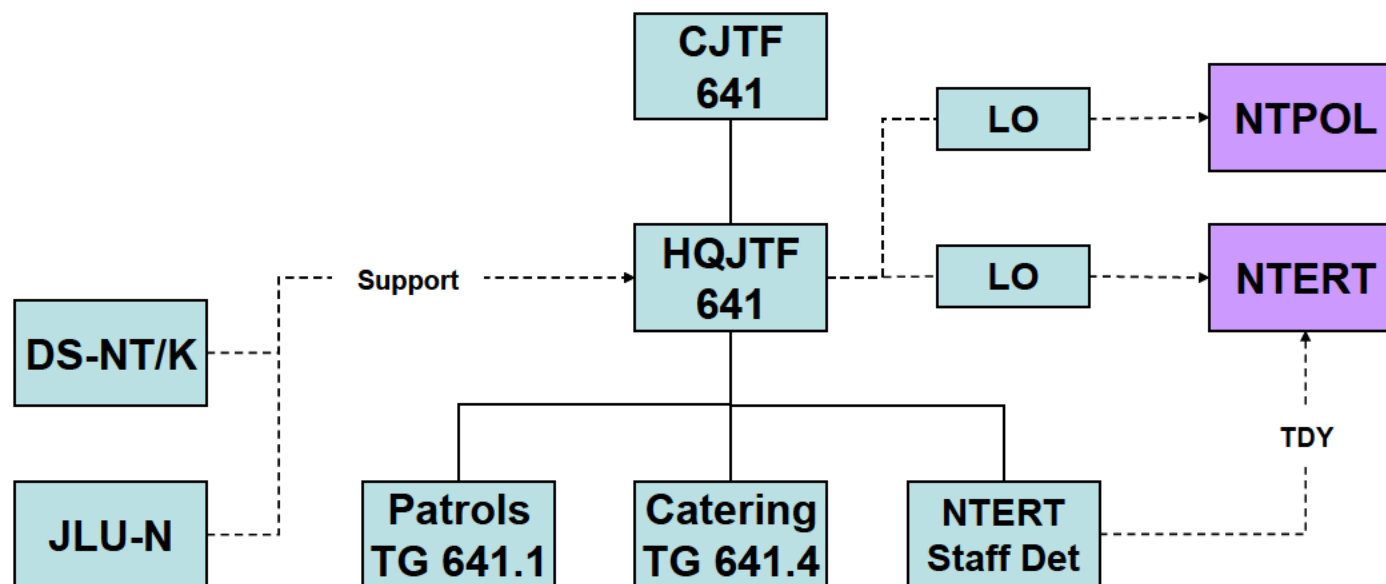
- Project managerial
 - Hired project manager
- Procurement
- Transport
 - Hire vehs
 - Distr
- Accommodation
- 3rd line distribution

***Duplication caused by uncoordinated
approach in the early days***

+

unclear POC & lines of communication

Current Task Orbat



ME: Spt to DoHA CHCs

SE: Delivery of NTPOL workspace accom to 11 x communities



Joint Operations Command

Situation Review – Supporting Comd Observations / Issues

- Reluctance to think outside “ADF dependency” paradigm
- Reluctance to assume contract negotiation responsibility despite acknowledging ADF is “last resort”
- Limited inter-departmental synchronisation. Unity of purpose, but not effort.
 - Tactical decisions being made in CBR
 - Reluctance to analyse alternative methods to achieve desired effects
 - Business rules are vague
 - Reluctance to compromise on open ended agreed levels of support.
- NTERT Ops Centre hungry for direction...this presents an opportunity.



Situation Review – Supported Comd DoHA

- **CONOPS – Example of Phase One support required in 2008**
 - Reception and staging
 - support of CHCTs for approx 16-20 pers from 27 Jan – Apr 08.
(currently provided at DEB, coord by DS-NT/KJ).
 - Transport
 - From POE to RSIOM location
 - Clinical equipment
 - Within the Community/bases
 - Supply & distribution
 - Clinical supplies.
 - Warehousing and storing of same post Apr 08.
 - Accommodation
 - Community clinic accommodation (Priority).
 - Catering
 - Ablutions
 - Community deployment support

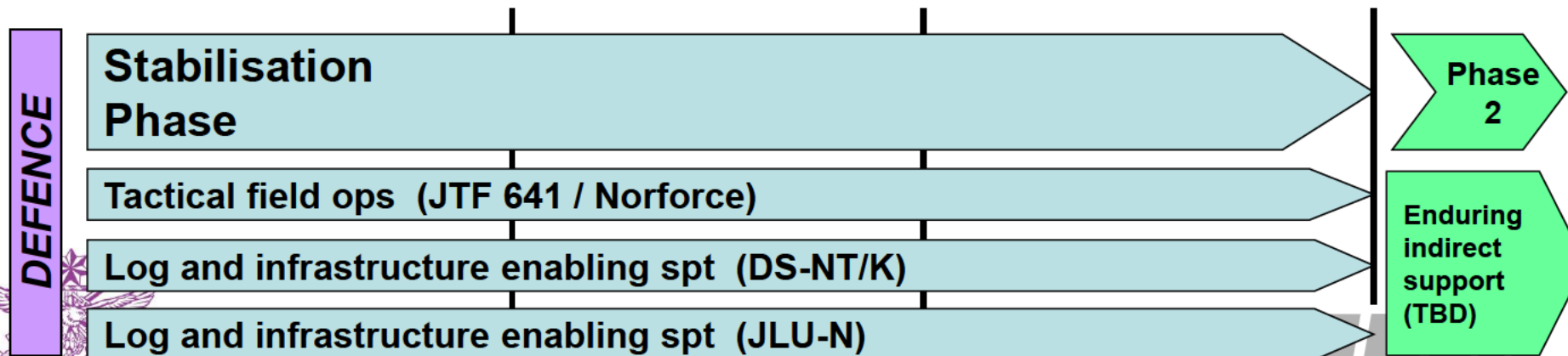
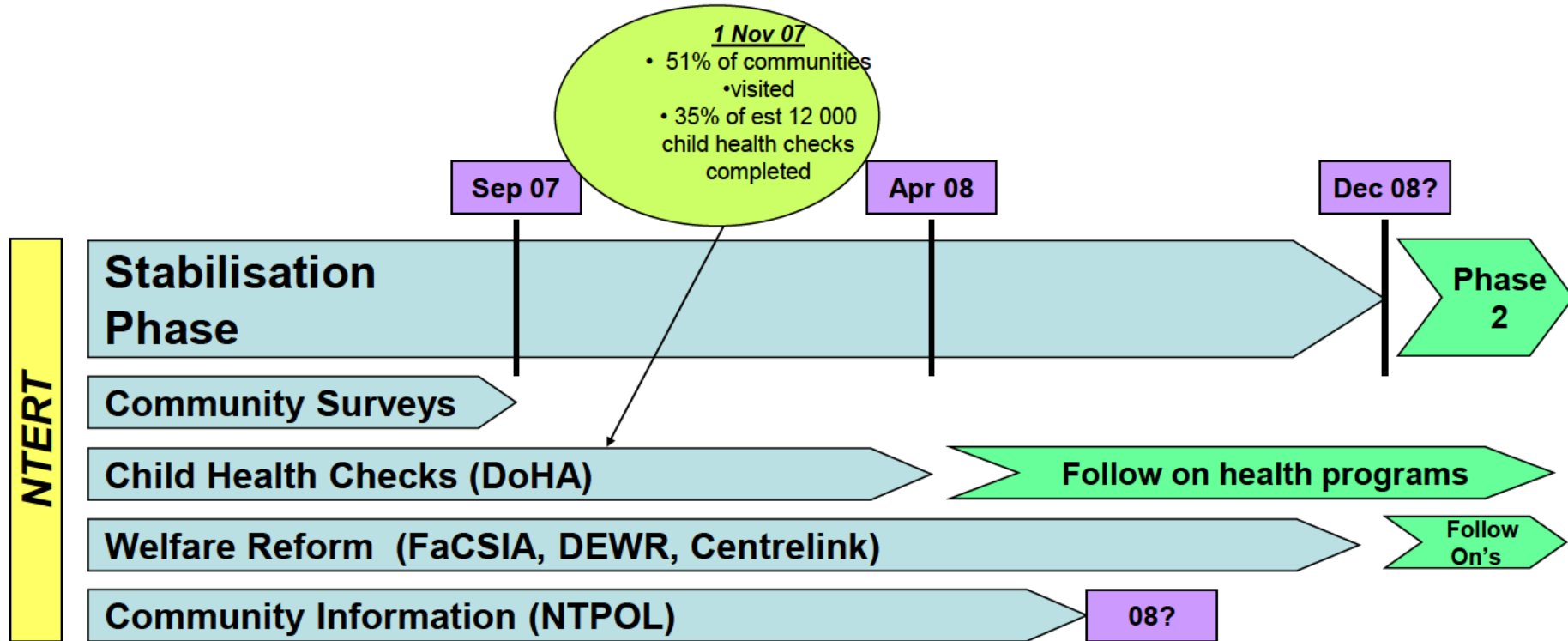
← Norforce task



Current Operational Schematic

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FOI 015/17/18
Item 5



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Facts

- No agreed levels of ADO support
- ADF Comprehensive Logistics Support Contract for 2008 initiative rejected by FaCSIA
- Raising a coy to replace Norforce (Remote Spt Group) will require significant local ADO mounting & enabling support
- Norforce best placed to provide tactical level support
- Op Outreach tasks support Norforce mission (regional SA)
- Duplication of enabling logistic effort
- Majority of support does not reflect ADF capabilities



Assumptions

- Norforce support can complement expected fluctuations in DoHA rate of effort
- CHC of all children will not be completed by Apr 08
- Coordination of ADO log & infrastructure enablers can be coordinated by “someone else”
- Unless ADO support levels are agreed, dependency on 2nd and 3rd line ADO providers in the NT will increase in 2008, esp in the dry season.
 - At this time, strategic agreement on a detailed, itemised level of Defence support will be unpalatable; however,
- An operational level agreement between HQJOC and NTERT negotiating levels of agreed support will be successful:
 - Support 9 x concurrent community deployments
 - Continue logistics & infrastructure enabling support: “finish what we started” to end of Phase One, but rationalised and reduced from Jul 08 onwards.



Limitations

- Wet season (Nov-Apr)
- Full developed NTERT FUOPS (beyond stabilisation phase)
- Fluid NTERT synch plan
- Health checks - Doctors are the CV
- Length of NTERT Phase One - Stabilisation
- *No agreement on ADF levels of support*
- *Limited logistical, contractual and infrastructure footprint, and reliability, in the NT.*



Tasks

- Specified
 - Provide ***agreed*** levels of support to NTERT
- Implied
 - E** – Provide “intimate” direct enabling support to NTERT for Phase One.
 - E** – Estab agreed levels of ADO support for Phase One and transition to self-sufficiency.
 - Provide indirect support to the WoG intervention in subsequent phases (long-term enduring support)
 - E** = Essential Tasks



Recommended COA - Rationalisation

- Retain Operational focus & line of funding into FY 08-09
- Establish agreed level of ADO support at operational level with NTERT
 - Phase One focussed
 - Reduced level of community deployment support by 25%
 - Logistics and infrastructure - finish what we started
 - Tapering off from Jun 08



Recommended COA - Deployable Component

- JTF 641
 - Norforce responsible for provision of “intimate” direct support to Phase One community deployments
 - Augmentation of field operations until 1 Jun 07:
 - 16 x positions
 - 50 / 25 / 25 split, Army / Navy / Air Force
 - Augmentation of HQ for min 12 months
 - S13
 - S35 (land)
 - GLO
 - Finance Offr / WO
 - LO to NTERT
 - Continue support to NTERT Ops Centre



Recommended COA – Enabling Component

- ***Functional re-structuring:***
 - **Raise JTF 641 Logistics Coordination Cell (JLCC):**
 - Blistered onto DS-NT/K (portal into Defence for governance)
 - ***The*** POC for ***agreed*** phase one log & infrastructure enabling support
 - Reports directly to HQJOC
 - Estab relationship with NTPOL
 - Interface between NTERT and local civilian & Defence enablers
 - Minimal staff comprising experienced logistics and infrastructure practitioners (tailored structure)
 - Pri option = PT Log Pers on CFTS, or
 - Alt option = civilian employees
 - Potential to be start point for transition of contract management framework to new “owner” post Jun 08.



Revised Superior Comd Intent

Mission: The ADF is to provide an *agreed* level of military spt to the WoG assistance to indigenous communities in the NT

Purpose: The ADF is to spt the *initial* successful conduct of the Commonwealth Govt intervention in the NT

Jun 07

For 2008

- **Method:**

- CJOPS TCOMD
- JTF raised on NORFORCE
- Etab of Liaison
- DACC Level 6
- Capabilities
 - Mobility
 - Communications
 - Logistics
 - Health
 - Community liaison

- **Endstate:**

- The ADF has supported the Commonwealth Govt intervention with a timely, but measured and appropriate response, that facilitates the success of the WoG intervention.

- **Method:**

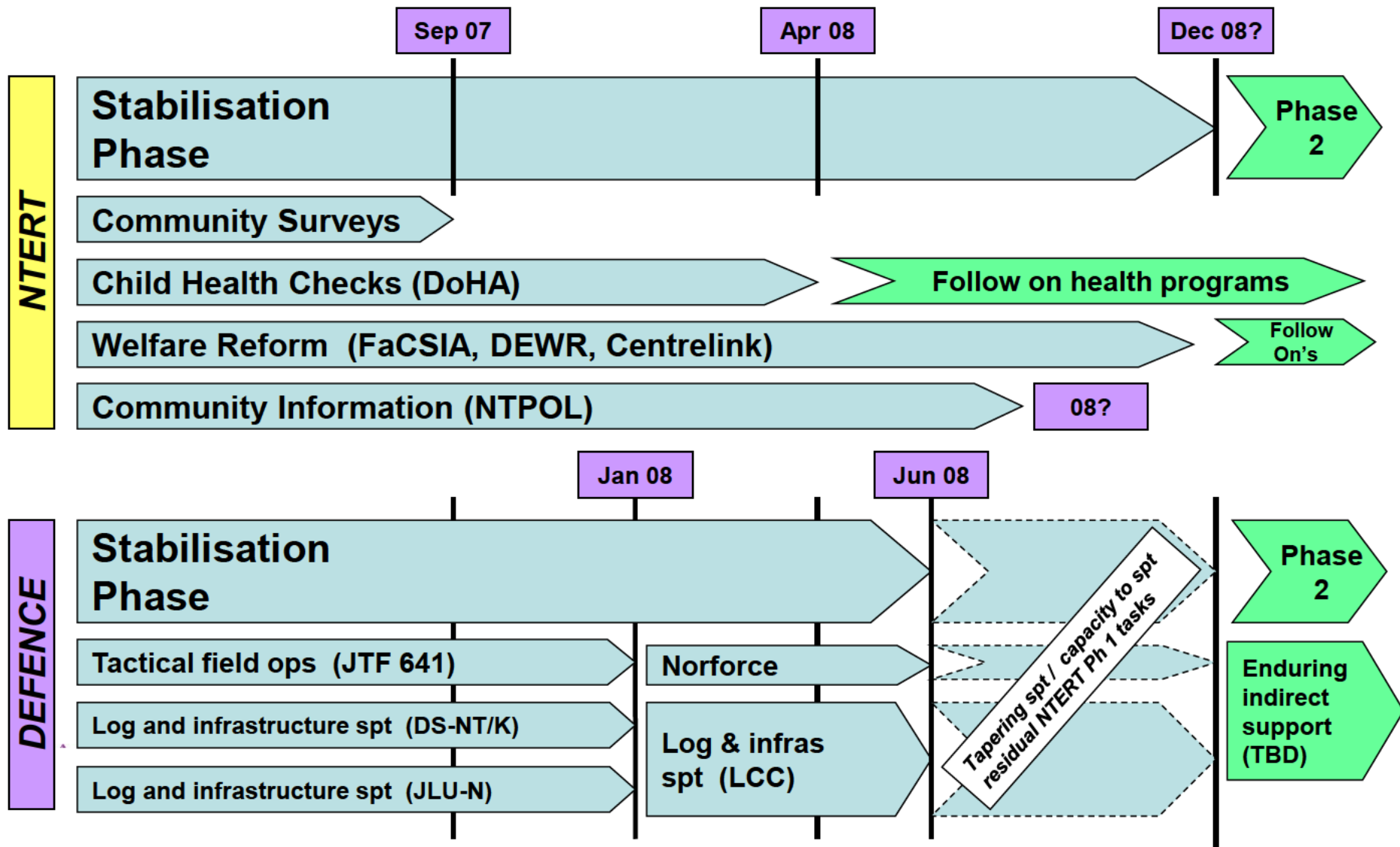
- Continue ADF commitments under the umbrella of an operational MOU applicable to Phase One only.
- functionalise and rationalise ADO commitments within a JTF framework
 - Community deployable component
 - Centralise log and infrastructure enabling support (raise JTF 641 Log Coord Cell [LCC])

- **Endstate:**

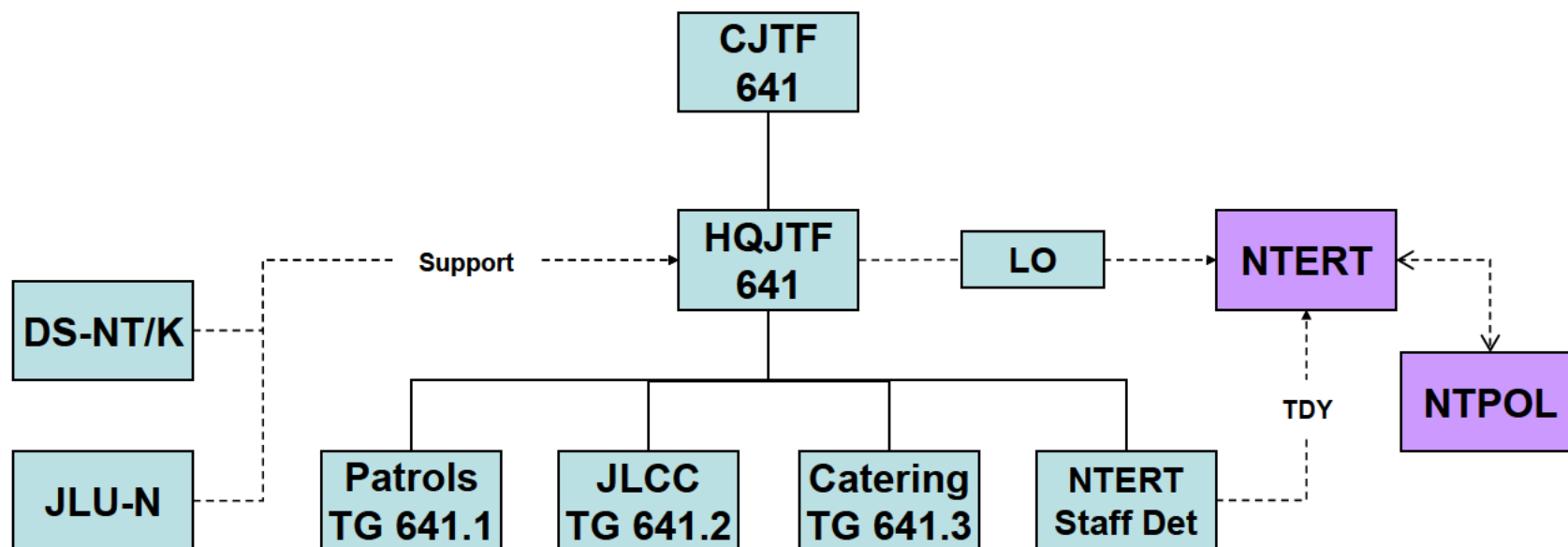
- Rationalisation achieved
- Reduced & functional level of ADO support
- Agreed enabling spt to NTERT provided to commencement of Normalisation Phase (Ph2)



Revised Operational Schematic



Revised Task Orbat



ME: Spt to NTERT community deployments

SE: Delivery of agreed Phase One indirect logistics and infrastructure enabling support to NTERT/NTPOL



Recommended OMD (less Norforce)

Function	HQJTF 641		TG 641.1 Patrols		TG 641.2 JLCC		TG 641.3 Catr		NTERT Staff Det		Total By Svce
Category	Offr	OR	Offr	OR	Offr	OR	Offr	OR	Offr	OR	
Joint	3				2	4			1		10
Navy				3				1			4
Army	2			6				2			10
Air Force				3				1	3		7
TOTAL	5			12	2	4		4	4		31

TOTAL = 11/20

Next review o/a 31 Mar 08 for pd Jul-Dec 08

Joint Operations Command



Recommendations

- **Note** that in 2008, Norforce can continue to sustain operations in spt of NTERT :
 - at a 25% reduced rate of effort
 - with continued assignment of 21 x joint positions
- **Note** that the continued indirect provision of logistic and infrastructure support to NTERT is significantly reducing DS-NT/K and JLU-N's capacity to conduct core regional business
- **Agree** that an agreement on Phase One levels of ADO support be negotiated between HQJOC and NTERT
- **Agree** with the revised Op OUTREACH superior commander's intent for 2008
- **Agree** to functionally restructure JTF 641
- **Agree** to raise a dedicated JTF 641 Logistics Coordination Cell
- **Agree** with the recommended OMD (assignments other than Norforce)



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AUSTRALIAN ARMY

Headquarters Land Command Support Group

Victoria Barracks, Paddington, NSW 2071

HQJTF641/OUT/071102

See distribution

POST OPERATION REPORT: OP OUTREACH WEEKS 1 - 14

References:

- A. Report of the Northern Territory Board of Inquiry into the Protection of Aboriginal Children from Sexual Abuse 2007
- B. CJOPS EXECUTO 01/07 Op OUTREACH dated 280657Z Jun 07
- C. CJTF 641 Directive to CO NORFORCE dated 18 Jul 07
- D. DCJOPS Directive to CJTF 641 Colonel Mark Shephard dated 01 Aug 07
- E. CJTF 641 Brief for DCJOPS: D+90 Review of JTF 641 Structure dated 04 Sep 07

INTRODUCTION

Background

1. As a result of the Federal Government's response to ref A, JTF 641 was established and commenced Op OUTREACH on Fri 22 Jun 07, with a pre-emptive deployment to Alice Springs to escort the first NT Emergency Response Taskforce (NTERT) site survey to Mutitjulu. Over the next 14 weeks, JTF 641 would provide logistical support and community engagement to complete the site survey program that visited a total of 73 communities, as well as commencing significant support to the child health checks (CHC) program and the establishment of police stations throughout the territory.

2. JTF 641 was the military component of NTERT, responsible for providing mission essential logistic support to NTERT and its component agencies. These agencies were:

- a. The Commonwealth Department of Families and Community Services and Indigenous Affairs (FaCSIA). FaCSIA was the lead agency within NTERT.
- b. The Commonwealth Department of Health and Ageing (DoHA).
- c. The Commonwealth Department of Employment and Workplace Relations.
- d. Centrelink, an Australian Government Statutory Agency within the Commonwealth Department of Human Services.
- e. The Commonwealth Department of Education Science and Training (DEST).
- f. The NT Police Service (NTPOL).

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3. JTF 641 was (and continues to be) based on an Army regional force surveillance unit (RFSU), The North West Mobile Force (NORFORCE). A small command and control element from the regiment's parent formation, the Land Command Support Group (LC Spt Gp), provided the link to the nascent NTERT in Alice Springs, as well as to HQ JOC. After 14 weeks of operations, the focus of Op OUTREACH had moved from the Central Region to the 'Top End', and the full establishment of NTERT, CJTF 641 transitioned from COMD LC Spt Gp to CO NORFORCE on 01 Oct 07.

4. **Aim.** The aim of this post operations report is to describe JTF 641's major achievements in the first 14 weeks of Op OUTREACH, and to identify lessons that might inform future phases of Op OUTREACH as well as future interagency operations.

JTF 641 ACHIEVEMENTS

General

5. This section will describe JTF 641's achievements as:
- a. its scheme of manoeuvre and accompanying data,
 - b. its support to NTERT's establishment,
 - c. its support to the insertion of governance – NTPOL particularly,
 - d. its support to DoHA's child health checks, and
 - e. its own rapid establishment and maintenance.

Scheme of manoeuvre

6. IAW refs B and C, JTF 641 would provide mission essential logistic support to NTERT in three phases:

- a. **Ph 1: Site surveys.** To all 73 prescribed communities.
- b. **Ph 2: Stabilisation:**
 - (1) **Ph 2a:** Insertion of community governance – Government Business Managers (GBM) and NTPOL.
 - (2) **Ph 2b:** Child health checks by DoHA. This was JTF 641's Main Effort.
 - (2) **Ph 2c:** Employment creation by DEWR and Centrelink.
- c. **Ph 3: Normalisation.** In the longer term, a period of 2-5 years, the ADF might provide an 'ongoing contribution' to NTERT follow-up activities.

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7. JTF 641's mission essential logistic support to these phases typically included:
 - a. **Road escorts:** Drivers and CL landcruisers to deploy site surveys, CHC teams and VIP visits. Communications comprised Iridium and DMCN telephones. JTF 641 mounted 72 land-based patrols that travelled 263,750 km (six times around the world).
 - b. **Accommodation:** Tentage¹ and 1 man combat rations (10,650 meals in total) were provided for site survey and CHC teams in the field. Barracks accommodation in the FOBs at Alice Springs, Katherine, Darwin and Nhulunbuy was made available for staging the patrols.
 - c. **Movements of personnel and cargo:**
 - (1) **Air movements.** Civil air charter or service air booked by GLO through 1JMOVGP. JTF 641 arranged 57 charters carrying 485 pax using eight charter companies costing \$472,123. It also arranged three DHC-4 sorties carrying 36 pax and CHC medical stores.
 - (2) **Road movement:** Civil charter (DIDS) booked by JLU(N). This was used for movement of camp stores, supplies, and containerised accommodation for NTPOL, and amounted to \$978,951.
 - (3) **Sea movement:** Civil charter or LCH/LCM8 booked by J4.
 - d. **Minor works.** Through DS NT-K, JTF 641 arranged for the connection to essential services of the containerised accommodation for NTPOL. As an enabling measure, JTF 641 improved the living and working accommodation at the FOBs. The overall cost to date of these measures is tbal.
 - e. **Community engagement and assurance.** An unspecified role that stemmed from NORFORCE's existing regional presence, military organisation and implied authority.

Support to NTERT establishment

8. **Site surveys.** Ph 1 effectively started on Wed 27 Jun, with five NORFORCE vehicles escorting the first site survey to Mutitjulu near Uluru. Over the eight weeks, the site surveys visited 31 communities in the Central region before moving north through Katherine (19 communities), Darwin (13 communities) and East Arnhem (10 communities). Initially, the site surveys deployed from Alice Springs by road, but progressively deployed by civil air charter in order to cover the isolated communities in these northern regions in a timely fashion. Ph 1 was complete at the end of week 8.
9. JTF 641 coordinated the second half of the survey program for NTERT. This was due to the need to accelerate the program of visits, and required JTF 641 to formulate and execute a complex series of movements by air and road to some 40 dispersed communities.

¹ The Health Recon Teams increasingly were able to identify community housing for the CHC teams that negated the need for tentage.

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10. **Community infrastructure.** A JTF 641 engineer recon team participated in the site surveys primarily to inform NTERT agencies' infrastructure requirements. A secondary role was to collect information on urgent community infrastructure requirements that could be actioned by NTERT as Tasks of Opportunity. This effort resulted in two packages of work being funded by MIN FaCSIA, for implementation by NTERT in conjunction with the NT Government. This was an important win for NTERT in terms of trust and follow up, as well as to promote meaningful dialogue between the federal and territory governments.

11. **MGI.** JTF 641 requested MGI support to assist NTERT with its situational awareness, coordinated planning, reporting, and formulating measures of effectiveness. A two man detachment from 1 Topo Survey Sqn deployed for a six week period, and provided a large number of products for NTERT commander and staff, as well as GBMs. The detachment also advised on information management practices, and liaised closely with FaCSIA geo staff to establish a robust land information system for NTERT.

Support to NTERT's insertion of governance

12. **NTPOL.** Ph 2a commenced early on in Jul 07 with the establishment of a police presence at Mutitjulu and Arlparra around Alice Springs. Ph 2a got underway in earnest however in Sep 07 with JTF 641 providing significant planning and deployment support to the NTPOL for its expansion into 11² Top End communities, aimed to be complete before the Christmas break. The JTF's support included major contributions from DS NT-K and its building contractors, JLU(N) and its DIDS road and sea freight contractors, as well as ADF maritime assets. A budget of \$2.2M, covering movement, connection and minor works, was estimated for the JTF's contribution to the project. An MP LO was placed within the NTPOL HQ to advise on JTF capabilities and assist in requirements definition for NTPOL expansion.

13. **GBMs.** In terms of the other component of Ph 2a, JTF 641 did not provide a significant amount of support to the establishment of GBMs. This was due to FaCSIA's contractor, Indigenous Building Australia (IBA), taking the lead in delivering semi-permanent government accommodation precincts in each of the communities. The JTF did provide NTERT with advice on the configuration of the precincts, with a particular focus on deploying more austere facilities to multiple locations, in order to ensure the timeliness of their delivery throughout the NT.

Support to DoHA's child health checks

14. Support to the CHCs was JTF 641 main effort in the reporting period. JTF 641 deployed 52 CHC teams (over 200 health specialists) to 30 communities to carry out over 5000 health checks. These commenced in the Central Region, and grew in tempo and concurrency so that JTF 641 was supporting up to 12 x CHC teams at any one time. When complete in Alice Springs, the CHC program leapfrogged over Tennant Creek and Katherine regions to commence in the Top End. At the time of writing, CHC teams are well established in the Top End islands and East Arnhem, and will turn south to Groote Eylandt and Katherine region before Christmas break. As a confidence building measure, JTF 641 incorporated 2 x health recon teams (HRT) to ensure DoHA's requirements were met in the most effective and efficient manner. As stated above, the assurance and confidence that NORFORCE soldiers provided to the health professionals in remote arrears was a

² Minjilang, Waruwi, Ramingining, Gapuwiyak, Galuwinku, Numbulwar, Peppimenardi, Yarralin, Minyerri, Bulman and Arlparluram

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significant effect. Although not a specified task, DoHA very much appreciated the implied authority and sense of security that the mere presence of the soldiers provided.³

Establishing and maintaining JTF 641

15. **JTF 641 disposition.** With NTERT HQ establishing itself within the Alice Springs Indigenous Coordination Centre (ICC) throughout Jul – Oct, JTF 641 immediately stood up a forward HQ nearby in NORFORCE's Centre Squadron depot. A rear HQ was established in Larrakeyah Barracks. As the CHCs had moved north to the Top End by the end of Aug, HQ JTF 641 was reunited in Darwin on 05 Sep, leaving an LO behind to maintain contact with NTERT. Forward operating bases (FOB) were progressively opened at the NORFORCE depots at Alice Springs, Tennant Creek, Katherine, Darwin and Nhulunbuy to support the site surveys. For the CHCs, the FOBs at Alice Springs, Darwin and Nhulunbuy remained open for some time.

16. JTF 641 indicative PERSTAT (as at 26 Sep):

a. HQ JTF 641:	18	(14 x Army, 1 x Navy, 3 x RAAF)
b. RFSU task group:	147	(NORFORCE)
c. Reinforcements	13	(Pilbara Regt)
d. Health recon teams:	4	(3 x Army, 1 x RAAF)
e. CIS install team:	9	(110 Sig Sqn)
f. Catering detachment:	4	(2 x Army, 2 x RAAF)
g. NTERT HQ:	5	(1 x Army, 1 x Navy, 3 x RAAF)
h. MGI detachment:	2	(1 Topo Svy Sqn)
i. Visitors:	1	(1 x RAAF)
j. TOTAL	203	(Regular – 117, CFTS – 13, ARes – 73)
k. ARA man days:	6801	
l. ARes man days:	2541, costing \$467,469 in ARTS	

17. **Force structure.** A diagram showing a summary view of the JTF 641 structure is at annex A.

LESSONS IDENTIFIED

General

18. This section will detail the lessons identified as:

- a. The nature of interagency operations – particularly communications strategy, and centralised planning and execution;
- b. The suitability, capability and capacity of NORFORCE as an RFSU; and

³ This aspect was demonstrated at Yuelamu on 09Aug, when the NORFORCE patrol ensured the safety of the CHC team within the community health clinic in the face of a violent clash between rival clans, before the arrival of NTPOL.

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- c. Sustaining the ADF's contribution to Op OUTREACH into the future.

The nature of interagency operations

19. **NTERT communications.** It was apparent early on that FaCSIA did not have a comprehensive communications strategy or sufficient PA resources in place. Indeed, for the first week, JTF 641 dealt with much of the tactical level media management for NTERT. The focus of FaCSIA communications was on the national constituency, leaving the primary audience – indigenous Australians living in the remote parts of the NT – unprepared and confused as to NTERT aims and methods. Commonly held misconceptions such as 'Army was here to take the children away', 'it's just a land grab', 'compulsory health checks' affected the speed with which the intervention took hold in many communities. Deeper themes such as the connection between ref A and the raft of legislative changes concerning alcohol and pornography bans, acquisition of leases, scrapping of CDEP remain poorly explained. It was obvious during the site surveys that the indigenous councils and communities had not been briefed on the aims of the intervention, and that the survey team members were under-prepared to explain the philosophy and detail of the changes. NTERT's ability to counter the mistruths and misconceptions would have been significantly improved by using local media outlets, such as indigenous-language radio and newspapers.

Recommendation 1. ADF should consider allocating appropriate PA planners and assets to future interagency operations, IOT address likely shortfalls in OGA communications.

20. **OGAs' centralised structures and procedures.** It was also obvious that NTERT agencies were largely unfamiliar with ADF methods and capabilities. Philosophies embodied in military terms such as 'commander's intent', 'desired effects', 'directive control'⁴ were not practised by OGA at the national strategic level, with the perception resulting of a lack of trust in local level personnel to understand what was required of them. A key difference between OGAs and the ADF was the degree of decentralisation that was accorded to execution. OGAs such as FaCSIA and DoHA retained a tight control not only in a planning sense, but also the implementation. The NTERT agencies, with the possible exception of DEWR, are policy organisations that outsource implementation to others – in this case, the departments and agencies of the NT government, who for a time, were seen to be part of the problem. The OGAs had little experience in implementation and a lack of appreciation of issues that occurred on the ground. In the first few weeks of NTERT, this style was acutely apparent and JTF 641 acted to help establish a more robust HQ NTERT presence until the arrival General Chalmers. The presence of practical, outcome-focussed military personnel was extremely important in the early stages, and was greatly appreciated.

Recommendation 2. ADF should consider how it can maintain contact with OGAs such as DFAT, AusAID, DoHA and FaCSIA IOT prepare for future interagency operations. This could be through joint planning exercises and a program of exchanges.

The suitability, capability and capacity of NORFORCE

21. NORFORCE was and remains ideally suited to provide the logistic support required by NTERT in a timely and confident manner. This was due to its regional basing, its thorough knowledge of the demographics and geography of the NT, and its long practised engagement with numerous indigenous communities. It must be noted, however, that during

⁴ Lack of familiarity with other terms eg. battle rhythm, op tempo, synchronisation matrix etc, while regrettable, was understandable.

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the first 14 weeks of Op OUTREACH, NORFORCE sustained a patrol rate of effort more than six times its annual output. This was achieved by its ARes members making themselves available at well above normal levels, as well by significant reinforcements arriving from 2 Div and the Pilbara Regt to assist. Sustaining the NORFORCE's support to NTERT into the future will continue to place stress on what remains a part-time unit, and the unit will need to continue to be reinforced, and rounded out, after Christmas. For NORFORCE, Op OUTREACH occurs expense of its core reconnaissance and surveillance role in support of CACD preparedness and Op RESOLUTE. NORFORCE needs devote time in 2008 to remediating its capability for these tasks, with recruiting, promotion and specialist courses, and patrols.

Recommendation 3: NORFORCE continue to be the focus of ADF support to NTERT, but will require reinforcement and roundout for it to remediate its reconnaissance and surveillance capability in 2008.

The ADF's ongoing participation to Op OUTREACH

22. While the conventional HQ JOC methodology for initiating operations and establishing JTFs was very effective for Op OUTREACH, it may not be well suited to sustaining the operation into the future – which could be years in some shape or form. Procedures such as Force Assignment, fixed tour durations, conditions of service packages and dedicated assets are not suited to the flexibility that will be required in providing support to this open-ended, peacetime, civilian-led operation. With the initial aims of the intervention achieved, it will be appropriate for the ADF to consider how it can meet its commitment to NTERT in an alternative way. Rather than a fixed JTF under HQ JOC, it is recommended that the operation be allocated to LCOMD, for LC Spt Gp to undertake along similar lines to AACAP⁵. This would align the two activities as the ADF's commitment to indigenous Australians, as well as permitting the formation to coordinate its organic RFSUs, MPs and engineer assets in an efficient and flexible way to Op OUTREACH into the future. It will important for the operation to continue to attract joint enablers, in terms of fleet and air support however.

Recommendation 4. CJOPS consider delegating Op OUTREACH to LCOMD as a single service, joint enabled activity.

S47F

M.A. SHEPHARD

COL

COMD LC Spt Gp (CJTF 641 from 25 Jun – 01 Oct 07)

02 Nov 07

⁵ The Army Community Assistance Program (AACAP) is now in its 11th year, having provided housing, infrastructure, health support and employability skills training to 14 indigenous communities in the NT, WA and QLD. COMD LC Spt Gp represents Army on the AACAP Steering Committee that is chaired by FaCSIA, and his HQ plans and coordinates this activity for LCAUST. AACAP 08 is being planned for Kalumburu (WA), a Federal Govt Strategic Intervention site.

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Annexes:

- A. JTF 641 structure
- B. JTF 641 AO and prescribed communities

Distribution

DCJOPS

For information:

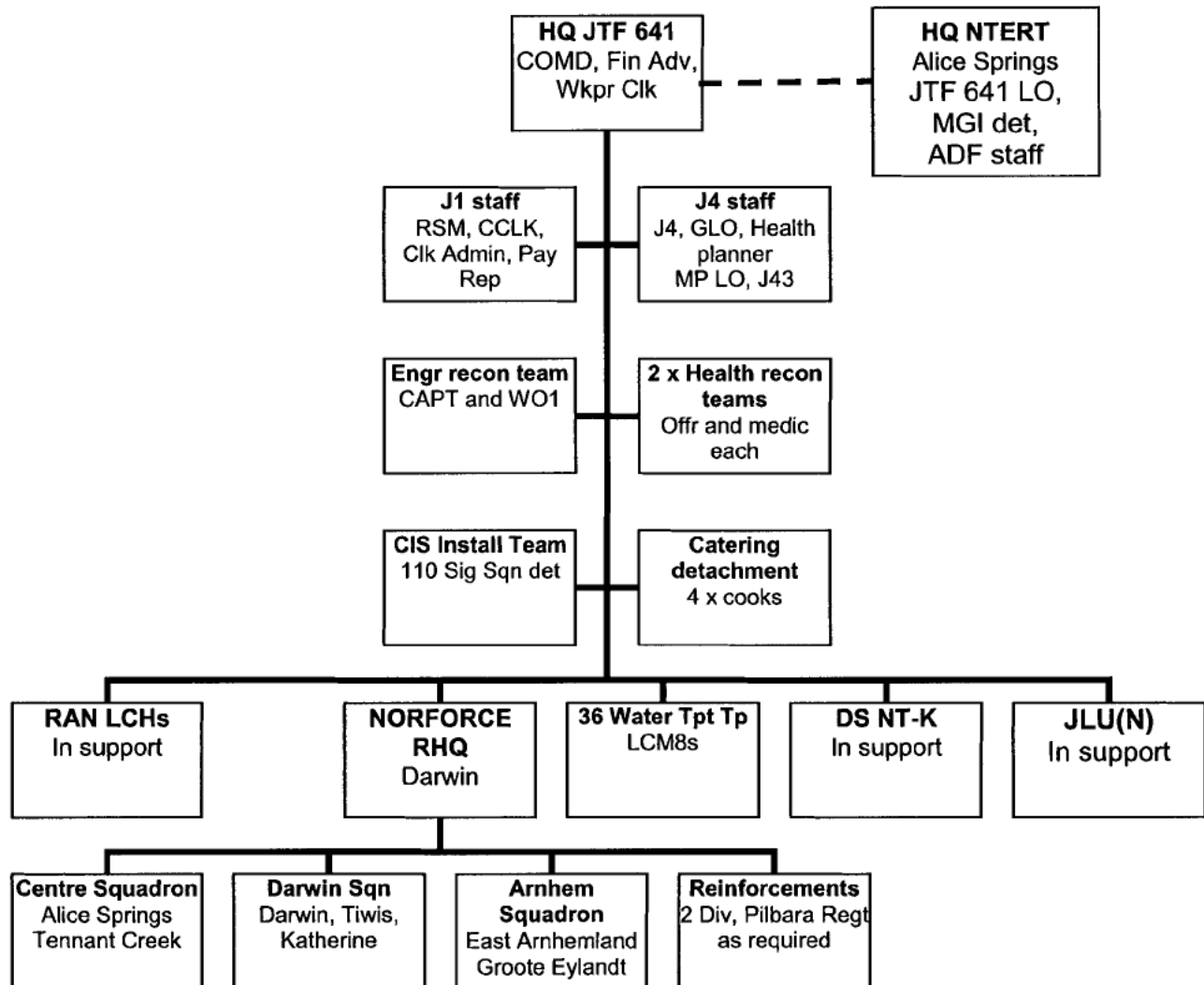
LCAUST
COMD 2 Div
Regional Manager DS NT-K
COMD 1 JMOVGP
CO NORFORCE
CO Pilbara Regt
CO JLU(N)

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**ANNEX A TO
OP OUTREACH POR
DATED 2 NOV 07**

JTF 641 STRUCTURE WEEKS 1 - 14



Notes:

1. During Jul and Aug, HQ JTF 641 was split: HQ JTF 641 Fwd in Alice Springs, and HQ JTF 641 Rear in Larrakeyah Barracks Darwin. When the HQ reunited in Sep, NTERT LO remained in Alice Springs at NTERT.
2. Some members of the HQ JTF 641 staff were located in NORFORCE RHQ to backfill vacancies in the unit's S1 and S4 functions.
3. Each Health Recon Team was led by an Environment Health Officer, and included an Advanced Medical Assistant (AMA).

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JTF 641 AREA OF OPERATIONS



EXECUTIVE SUPPORT

25 MAR 2008

CDF/IN/2008/653



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**CHIEF OF JOINT OPERATIONS
HEADQUARTERS JOINT OPERATIONS COMMAND**

C1280069/08

BRIEF FOR CDF

OP OUTREACH – RE-ASSIGNMENT OF NORFORCE TO

S22

BACKGROUND

- OP OUTREACH commenced on 27 Jun 07 with the raising of JTF641 and the assignment of NORFORCE to CJOPS for the conduct of the operation. To date, JTF641 is on track to satisfy the majority of planned operational effects by the end of the current financial year. Legacy tasks assisting the establishment of semi-permanent NTPOL community police stations is expected to continue into the new financial year, with commitments expected to cease NLT 31 Dec 08.
- Since the commencement of the operation CJTF641 has rotated available NORFORCE personnel for OP OUTREACH service. While some Kimberley Sqn personnel have been utilised in support of the operation, the majority of have remained uninvolved and therefore under-employed.

RECOMMENDATION

- It is recommended that you:
 - agree that NORFORCE be dual-assigned

S22

CURRENT SITUATION

- Achievement of OP OUTREACH effects. JTF641 is expected to achieve three decisive points (DP) relating to the completion of support to NTER community surveys, child health checks (CHC) and community welfare related lines of operation before Jul 08. Achievement of these DPs will negate the requirement to maintain a Patrol TG (TG 641.1). While the majority of support to the final DP, support to NTER community security is expected to be completed within the current FY, it is anticipated some residual tasks will continue into FY 08/09 due to the effects of a prolonged wet season and contractor delays in the supply of semi-permanent police facilities to the NT. This remaining DP will be executed by the JTF's logistics coordination cell. The endstate of achieving three of the four Phase One DPs by Jun 08 will permit a gradual drawdown and further rationalisation of JTF641 from Jul to Dec 08.

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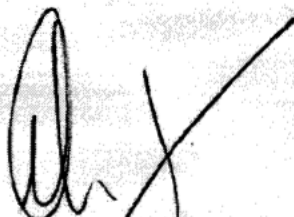
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S22

S22



D.J. HURLEY
LTGEN
CJOPS

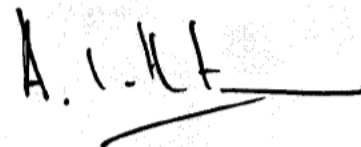
20 Mar 08

Authorities Consulted:

COL M. Tucker, DOPS-A, AHQ
COL R. Bradford, COS, NORCOM
LTCOL D. Huxley, DDRDC, MSC
LTCOL M. Rozzoli, CJTF641/CO NORFORCE

Prepared by: CAPT J. Dugdell, SO2 DOMOPS 2, (02) 9359 4717, 19 Mar 08
Cleared by: AVM G.J. Evans, DCJOPS, (02) 9359 5719, 21 Mar 08

AGREED / NOT AGREED



A.G. HOUSTON
ACM
CDF

25 Mar 08

Agrees with recommendation
Agrees with recommendation
Agrees with recommendation
Agrees with recommendation

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SIC I2D

DEFENCE CANBERRA FOR DEPSEC SCG, DEPSEC IS & IP, DEPSEC DS, FASCPA,

DGADFLS, HCIOG, FASBFP, FASIP, DGDHSB

DIGO CANBERRA FOR DDIGO

DEFENCE SECURITY AUTHORITY FOR HDSA

DSD CANBERRA FOR DDSO

DIO CANBERRA FOR DDIO

ISD CANBERRA FOR HISD

SUBJ: CDF CEASEO - OP OUTREACH

A. CDF AUSTRALIA 12D 250915Z JUN 08 - CDF EXECUTO 07/07 -

OP OUTREACH

B. CFO FINANCE INSTR (FASBFP/OUT/2007/70 DATED 11 JUL 07) - OPERATION

OUTREACH (FUND 70268)

1.A.OP OUTREACH IS THE ADF SUPPORT TO THE WHOLE OF GOVERNMENT (WOG)

ASSISTANCE TO INDIGENOUS COMMUNITIES IN THE NORTHERN TERRITORY.

OP OUTREACH, WHICH COMMENCED ON 27 JUNE 2008 HAS CONCLUDED, WITH THE

ADF SUCCESSFULLY PROVIDING THE FOLLOWING SUPPORT TO THE NORTHERN

TERRITORY EMERGENCY RESPONSE (NTER):

1.A.1.TRANSPORTATION AND LOGISTIC SUPPORT INCLUDING PROVISION OF

VEHICLES, ACCOMMODATION, CATERING AND COMMUNITY CHAPERONE SUPPORT.

1.A.2. PROCUREMENT AND SUPPLY OF MEDICAL STORES AND CONSUMABLES TO

NTER CHILD HEALTH CHECK TEAMS.

1.A.3. RECEPTION AND STAGING SUPPORT FOR DEPARTMENT OF HEALTH AND

AGEING CONTRACTED PERSONNEL CONDUCTING THE NTER CHILD HEALTH CHECK

PROGRAM.

1.A.4. LOGISTIC AND CONTRACT SUPPORT FOR THE PURCHASE, DELIVERY,
INSTALLATION AND COMMISSIONING OF NORTHERN TERRITORY POLICE (NTPOL)
WORKPLACE AND CUSTODIAL ACCOMMODATION IN 18 COMMUNITIES.

1.A.5. THE DELIVERY AND INSTALLATION OF WELFARE RELATED TEMPORARY
ACCOMMODATION (SAFE HOUSES) IN THREE REMOTE INDIGENOUS COMMUNITIES.

1.A.6. THE PROVISION OF STORAGE AREAS WITHIN DEFENCE BASES IN DARWIN
AND KATHERINE FOR THE STORAGE OF TRANSPORTABLE WORKING ACCOMMODATION.

1.A.7. CJOPS HAS ADVISED THAT THE CONDITIONS HAVE BEEN MET TO CEASE
OP OUTREACH WEF 21 NOV 08.

2. MISSION. THE ADF IS TO CEASE OP OUTREACH WEF 21 NOV 08.

3. TASKS.

3.A. CJOPS IS TO:

3.A.1. COORD THE CONCLUSION OF OP OUTREACH.

3.A.2. DISESTABLISH JTF 641.

3.B. COORD INSTRUCTIONS. CJOPS IS TO FORWARD THE OP OUTREACH POR,
AND POPULATE APPROPRIATE LESSONS LEARNED IN ADFAADS BY 12 DEC 08.

4. ADMIN & LOG. GROUPS ARE TO CONTINUE TO RECORD REMAINING OP
OUTREACH COSTS(CALCULATED AT FULL COST) USING COST CENTRE CODES AND
FCN 70268 IAW REF B. CFO WILL ARRANGE FOR THE FUND TO BE CLOSED WHEN
FINANCIAL ACTIVITY IS COMPLETE.

5. MSC POC: CMDR P.E.SCOTT, UNCLAS (02) 62667514.

BT

#0147

MINISTERIAL REPRESENTATION: KAY ELSON MP		
NORTHERN TERRITORY ABORIGINAL MEDICAL SERVICES		
FOR: Mr Billson	Schedule No.: 101476	Ministerial action required by: 7 August 2007
GROUP: VCDF (HQJOC)	Ref: C1218239	Reason: To respond to Kay Elson, MP

Copies: CDF, Secretary, VCDF, CA, HMSC, DEPSEC SCG, DEPSEC DS

Recommendations

That you:

- (a) **note** the support being provided by Defence as part of Op OUTREACH; and
- (b) **sign** the attached letter.

Key Issues

- On 25 June 2007, Kay Elson, Federal Member for Forde, wrote to the Minister for Defence on behalf of a constituent enquiring if the 'Army medical unit' was going to be deployed to help the plight of NT Aborigines.
- The ADF is providing support to the Whole of Government intervention to resolve the NT indigenous community crisis. Under Operation OUTREACH, the ADF is providing direct support to the Northern Territory Emergency Response Taskforce (NTERT), which is being led by the Department of Families, Community Services and Indigenous Affairs (FaCSIA).
- Defence has provided logistic support and liaison services through NORFORCE soldiers, utilising their unique cultural and geographic knowledge that accrue from being locals and in many cases aboriginal.
- The responsibility of providing health support to NTERT belongs to the Department of Health and Aging (DoHA). While Defence has a role in providing transport and logistic support to health check teams, DoHA has not so far requested any specialist clinical or other medical services from Defence. DoHA has a pool of civilian medical professionals who are being organised into teams to provide this clinical service.
- Defence has no plans at this point to provide medical staff to NTERT but could provide support if required. Additional deployments of forces to NTERT would need to be considered in priority order with other concurrent deployments.
- A draft response to Kay Elson, MP is at Attachment A.

s47F R.C. MOFFITT RADM, RAN DCJOPS Tel: W: (02) 9359 5719 3 Aug 07	(a) NOTED (b) SIGNED / NOT SIGNED BRUCE BILLSON / / 2007		1	2	3	4	5	
		Timeliness						
		Quality						
		Poor Satisfactory Excellent <input type="checkbox"/> Letter Amended						
Branch Head:	AIRCDRE J.M. Brown, DGOPS	W: (02) 9359 5715	s47F					
Action Officer:	s47F	s47F	s47F					

Sensitivity

7. Low. Defence support to NTERT has received a high level of positive media reporting and goodwill with other government departments within NTERT.

Resources

8. Not applicable.

Consultation

9. JTF 641 has been consulted in the preparation of this brief.

Attachments

- A. Draft response
- B. Letter from Kay Elson, MP

Mrs Kay Elson, MP
Federal Member for Forde
PO Box 1414
BEENLEIGH QLD 4207

Dear Mrs Elson

Thank you for your letter of the 25th of June 2007, on behalf of your constituent, Mr Stephen Stansfield, enquiring whether the 'Army medical unit' was going to be deployed to help the NT Aborigines.

The Federal Government has directed a Whole of Government response to the NT Aboriginal crisis. The body set up to coordinate the response is the Northern Territory Emergency Response Taskforce (NTERT). NTERT is led by the Department of Families, Community Services and Indigenous Affairs (FaCSIA), with Defence and a number of other Commonwealth agencies providing support.

Defence support has consisted mainly of logistic support and liaison services provided by NORFORCE soldiers, utilising their unique cultural and geographic knowledge, afforded by that unit's large indigenous composition.

The responsibility of providing health support to NTERT rests with the Department of Health and Aging (DoHA). Defence is providing transport and logistic support to health assessment teams, but DoHA has not requested any specialist clinical services from Defence so far. DoHA has a large pool of enthusiastic civilian medical professionals who are being organised into teams to provide this clinical service. Defence is not providing any clinical support to NTERT of the kind suggested by Mr Stansfield but may be in a position to do so, if asked and if other commitments allow.

Should Mr Stansfield wish to contribute to this clinical response, he should contact DoHA directly to offer his services.

Yours sincerely,

BRUCE BILLSON



**Kay
Elson** MP

Federal Member for Forde

Getting on with the job!

Shop 10A, Post Office Plaza, Main Street (PO Box 1414, Beeringba, Qld 4207)
Phone: (07) 3807 6340 Tollfree: 1 800 301 515 Fax: (07) 3807 1890
Email: k.elson.mp@aph.gov.au website: www.kayelson.com

The Hon Brendan Nelson
Minister for Defence
Room MF 49
Parliament House
CANBERRA ACT 2600



REFERRED TO MINISTER
ASSISTING THE MINISTER
FOR DEFENCE



Dear Minister,

A constituent of mine, to whom I recently presented an Australian Defence Medal, at a recent ceremony in Beaudesert, Mr Stephan Stansfield, Unit 1, 109 Church Street, Boonah 4310, has contacted me concerning the deplorable state of the aborigines in the Northern Territory.

He asked if the Federal Government was going to activate the army medical unit, to be deployed as part of helping these aborigines in the Northern Territory.

He remembers some happy times there as an army medic and they accomplished their mission by chatting kindly to the people and making friends. He has good memories of the help given to them.

It is always satisfying to hear positive feedback from my constituents and I have pleasure in passing them to you.

Kind regards,

s47F

Kay Elson MP
Federal Member for Forde

25th June, 2007

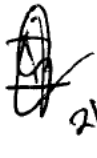
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UNCLASSIFIED

~~RESTRICTED COVERING CONFIDENTIAL/SECRET~~**CHIEF OF JOINT OPERATIONS**
Headquarters Joint Operations Command**COVER SHEET**

C1360772

EDMS No. ~~8850420~~**Document Title:** *OP OUTREACH-PROGRESS AND INTENDED DRAWDOWN
OF SUPPORT TO NT EMERGENCY RESPONSE*

Branch	Action	Comments
CJOPS		
COS/ DCJOPS	 2/1.	
OPS		
SPT		
PLANS		
INT		
AIR		
JCE		
C2IT		
COORD		

Legend: A – action C – comment I – information D – draft reply S – signature F – file**Action**☐

Urgent (24 hrs)

☐Routine
(within 5 working days)☐Detailed Consideration Required
(10 working days)**Due Date****Registry**Scan + replace.
2 Oct.

UNCLASSIFIED

~~RESTRICTED~~

OPERATION OUTREACH – PROGRESS AND INTENDED DRAWDOWN OF SUPPORT TO NORTHERN TERRITORY EMERGENCY RESPONSE		
FOR: Mr Fitzgibbon	Category: Defence Initiated	Ministerial action required by: 10 Oct 08
GROUP: OSCDF	Ref: B880420 CDF(S)/OUT/2008/519	Reason: To advise you Defence's completion of commitment to the Northern Territory Emergency Response.

Copies: Secretary, CDF, VCDF, CN, CA, CAF, CJOPS, DEPSEC IS&IP, FASMSPA, DEPSEC SCG, CFO, FASBFP, DGPA

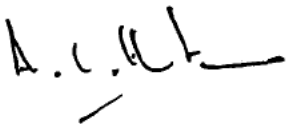
Recommendation

That you:

- (a) **note** that all Defence agreed legacy tasking in support of the Northern Territory Emergency Response (NTER) is complete;
- (b) **note** that Defence intends to formally cease Operation OUTREACH no later than 4 Dec 08;
- (c) **note** that Defence will be responsive to future requests to the NTER on a case-by-case basis, in accordance with the provisions of Defence Assistance to the Civil Community; and
- (d) **sign** the attached letter to the Minister for Families, Housing, Community Services and Indigenous Affairs.

Key Issues

1. Operation OUTREACH is the name assigned to the ADF contribution to the Australian Government's intervention initiative for the indigenous communities of the Northern Territory.
2. ADF personnel deployed to the Northern Territory on 27 Jun 07 to initially provide support to surveys of the 73 identified indigenous communities and later to the deployed Child Health Check Teams. Agreed support has taken the form of transport, logistics, communications and community liaison. Later, the ADF supported the movement of Northern Territory Police stores to coastal communities. Pertinent achievements since the execution of this operation are detailed at Attachment A.
3. At the height of Defence support in Aug 07, approximately 170 personnel were assigned in support of Operation OUTREACH. Of note was the significant contribution provided by NORFORCE, whose indigenous personnel provided valuable local knowledge and community liaison.
4. All agreed tasks required of the ADF will be completed by 1 Oct 08. During October and November 2008, remaining personnel will redeploy and equipment refurbishment will occur. Based on this plan, I (CDF) intend to formally cease Operation OUTREACH no later than 4 Dec 08. Additionally Major General David Chalmers, who has been seconded as Operations Commander NTER since 12 June 2007, will end his secondment in December 2008.
5. While the formal commitment to the NTER will complete, the NTER Operations Centre may seek Defence assistance on a case-by-case basis, in accordance with the provisions of Defence Assistance to the Civil Community. Defence will also continue its annual commitment to assist

 A.G. HOUSTON ACM CDF 3 September 2008	(a) NOTED (b) NOTED (c) NOTED (d) SIGNED / NOT SIGNED JOEL FITZGIBBON / / 2008		
Branch/Section Head	MAJGEN M.P. Crane	W: 02 6265 5454	Mob: S47F
Action Officer	CMDR P.E. Scott	W: 02 6266 7514	Mob: S47F

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indigenous communities in partnership with the Department of Families, Housing, Communities and Indigenous Affairs through the Army Aboriginal Community Assistance Program.

Sensitivity

6. No. You may consider publicly releasing Defence achievements for OP OUTREACH in mid November 2008.

Resources

7. Defence expenditure in support of Operation OUTREACH in FY 2007-08 was \$12.2m. An estimate for 2008-09 will be sought from Groups in the context of Additional Estimates but an early indication of costs is in the order of \$2.5m. DoFD have advised that requirements for 2008-09 are to be advised via letter to the PM but will not be subject to the usual no-win/no-loss arrangements. Accordingly it is proposed that the funding be sourced from the Operational Reserve.

Consultation

8. HQJOC, Army, Air Force and CFO (FASBFP) were consulted in the development of this submission.

Attachments

- A. Operation OUTREACH – Defence Achievements
- B. Ministerial Talking Points
- C. Draft Media Release
- D. Draft Letter to the Minister of Families, Housing, Communities and Indigenous Affairs

~~RESTRICTED~~

A

**Attachment A
To B880420**

**BACKGROUND INFORMATION:
DEFENCE ACHIEVEMENTS – Operation OUTREACH**

During Operation OUTREACH Defence provided the following support to the Northern Territory Emergency response (NTER).

Transportation and logistic support including provision of vehicles, accommodation, catering and community chaperone support to complete:

- community surveys in 73 indigenous communities; and
- child health checks in 74 indigenous communities, including multiple re-visits to some communities.

Procurement and supply of medical stores and consumables to NTER Child Health Check Teams. Some surplus medical stores were also gifted to remote community medical centres.

Reception and staging support for Department of Health and Ageing contracted personnel conducting the NTER Child Health Check program in the form of:

- reception and delivery to staging areas;
- provision of accommodation and life-support during reception and return to home locations;
- delivery of cultural and environmental awareness training;
- provision of onward movement to, and return from, indigenous communities; and
- community liaison assistance by NORFORCE personnel;

Logistic and contract support for the purchase, delivery, installation and commissioning of Northern Territory Police (NTPOL) workplace and custodial containerised accommodation in 18 communities. Transport for this task was provided by Navy Landing Craft and Army Heavy Lift Transport as well as civil contract support.

The delivery and installation of welfare related temporary accommodation (safe houses) in three remote indigenous communities. The provision of storage areas within Defence bases in Darwin and Katherine for the storage of transportable working accommodation.

**Attachment B
To B880420**

Cessation of OPERATION OUTREACH

Correct as at 11 September, 2008

Talking Points

- The Australian Defence Force has been providing provided specialist capabilities to the Whole of Government Northern Territory Emergency Response.
- Army, Navy and Air Force personnel have provided a wide range of support including logistics, transport, communication, liaison, and health services.
- Soldiers Sailors, Airmen and women have done a tremendous job in completing all tasks on time and on budget.
- Indigenous Soldiers from the Army's North West Mobile Force (NORFORCE) have made an invaluable contribution to the success of the Operation, providing assistance to Government officer's with issues like cross-cultural communication and developing understanding of the communities that they would be working with and living in.
- The Northern Territory Emergency Response Taskforce (NTERT) was established to advise the Government and oversee emergency response measures in 73 selected NT indigenous communities.
- The Northern Territory Emergency Response remains under the command of Major General Dave Chalmers.
- Specific ADF support includes the assignment of members of the Army's NORFORCE unit with support from Defence Support Group – Northern Territory/Katherine and Joint Logistics Unit - North.
- Indirect support was provided through Defence funded logistics and infrastructure support. Tactical ADF air and sea lift capabilities also provided support to the Northern Territory Emergency Response effort.
- NORFORCE has a high proportion of Aboriginal soldiers whose talents are being fully utilised. The unit relies heavily on the commitment and local knowledge of the population and an appropriate and sympathetic cultural appreciation of northern Australia to fulfil its role.
- NORFORCE personnel have built significant goodwill, trust and recognition in indigenous communities.
- ADF personnel were not carrying weapons and were not being employed in policing or security roles. This was and continues to be a matter for the Northern Territory Police.
- As one of the largest employers of indigenous workers in Australia, the ADF has a long history of working closely with indigenous communities.

Questions and Answers

Were there any impediments to the rollout of the Intervention?

- This Operation was conducted in some of the most remote areas of Australia and as a result it presented a challenge for the ADF which was overcome through the ADF's transport and communication capabilities and knowledge of the environment.

What role did the Indigenous Soldiers of NORFORCE play?

- The Indigenous Soldiers of NORFORCE provided invaluable knowledge and assistance to all personnel who were involved in the Operation because they have a unique understanding of the environment.
- Where NORFORCE did not have a close association with a specific community, they brought a cultural empathy and understanding not readily found in other ADF elements.

What was the attitude of the servicemen and women involved in the Operation?

- All the military personnel involved in the Operation were very proud to assist fellow Australians. It also gave them a unique understanding of Indigenous culture.

Why is Defence's involvement ceasing?

- Defence has completed all tasks, on time, and on budget. The ADF has been working in some of the most remote, complex and challenging environments combined with absorbing the additional degree of difficulty of one of the biggest wet seasons in recent time.
- The ADF has learnt much from the experience which will be rolled into conduct of other operations where appropriate.

Was it necessary to have Defence involved in the Intervention?

- The Government of the time assessed that Defence had the infrastructure, logistics, and planning ability to be able to assist in rolling out the various measures of the emergency response very quickly.
- NORFORCE personnel also proved to be very valuable having lived in the region and having intimate knowledge of the Area of Operations.

In the beginning of the intervention and still today people talk about the 'Army invasion' and that the Army was going to take kids away from their parents. Was there ever any intention for this to happen?

- No.
- Army Navy and Air Force personnel provided a wide range of support including logistics, transport, communication, liaison, and health services

MAJGEN Chalmers is continuing to lead the Intervention - is he the only remaining Defence person involved?

- Major General Chalmers has three Royal Australian Air Force personnel working for him. His Staff Officer, Aide de Camp, and Public Affairs Officer will remain until the end of the year.
- A small headquarters element will also continue to support and liaise with the Operations Centre in Darwin.

Clearance	Name	Appointment	DTG
<i>TPs Draft By:</i>	S47F	Media Advisor Op Outreach	10 Sep 08
<i>Cleared By: (Subject matter expert)</i>	S47F	J3/5 JTF 641	10 Sep 08
<i>Consultation</i>			
<i>Cleared By: (Group/Service 1 star or above)</i>	MAJGEN Chalmers	Op Outreach	11 Sep 08
<i>Cleared By: (Director: Public Affairs)</i>			
<i>Cleared By: (DGPA or delegate)</i>	S47F	For DGPA	23 Sep 08
<i>Ministerial Action: (to be complete by DGPA)</i>			
<i>Forward to/Cleared By: (Minister Office)</i>			

Attachment C
To B880420



THE HON JOEL FITZGIBBON MP Minister for Defence

Day, Date, Month, 2008	xxx/2008
------------------------	----------

CESSATION OF JTF 641 OPERATION OUTREACH

The Minister for Defence, the Hon. Joel Fitzgibbon MP, announced today the cessation of Operation OUTREACH, the Australian Defence Force contribution to the Whole of Government inter-agency, Northern Territory Emergency Response to protect Aboriginal children from abuse and build the basis for a better future.

Operation OUTREACH commenced on 27th June 2007 providing support to many other Government agencies including the Department of Families, Housing, Community Services and Indigenous Affairs; the Department of Health and Ageing; Centrelink; the Department of Education, Employment and Workplace Relations; the Northern Territory Police and the Northern Territory Department of Health and Community Services.

"Today marks the drawdown of Defence's involvement in the Northern Territory Emergency Response having completed all tasks on time, and on budget," Minister Fitzgibbon said.

"The service men and women involved in this unique Operation have made a valuable contribution to the Northern Territory Emergency Response, providing much needed logistic, transportation, and communications support."

Over 380 ADF personnel were drawn from the Army, Navy and Air Force including over 200 indigenous soldiers from the Army's North West Mobile Force (NORFORCE).

Minister Fitzgibbon praised the work of NORFORCE highlighting the critical enabling role NORFORCE played in the Emergency Response, particularly facilitating logistic support to the Child Health Check Teams.

"The role of the indigenous soldiers of NORFORCE in the roll out and implementation of the operation was invaluable to the success of the operation," he said.

"While other ADF units could have performed many of the tasks, NORFORCE was unique behind the scenes, providing a key link between Government officers and Communities".

The Northern Territory Emergency Response remains under the command of an ADF Officer, Major General Dave Chalmers.

Background Information:

Colonel Mark Shephard was appointed Commander of Joint Task Force 641 – Operation OUTREACH for the first three months, during the implementation stage. The Army's North

West Mobile Force (NORFORCE) was the primary unit responsible for the conduct of the operation. NORFORCE is commanded by Lieutenant Colonel Michael Rozzoli who subsequently assumed command of the Joint Task Force in October 2007.

Between now and the end of the year NORFORCE will conduct post OUTREACH administration and continue to operate in the Northern Territory and Kimberly Region, conducting tasks in support of Border Protection and Community Engagement operations.

Significant activities undertaken by the ADF since the operation commenced included:

- Logistic support and co-ordination to Department of Health and Ageing Child Health Check Teams in 47 communities.
- Logistical support to the delivery and installation of 18 NT Police stations including custodial facilities.
- Logistical support to the delivery of new Safe Houses.
- Emotional and physical support to visiting agencies in unfamiliar environments.
- Transport of both people and equipment by land, air and sea.
- Long Range Communications.
- Camping equipment support to individuals and small groups.
- Linguist support.

Some interesting statistics from the operation included:

- 16000 meals prepared
- 564,000 Kilometers driven
- 142,000 Kilometers flown
- 46,000 Nautical Miles steamed
- 2 cyclones survived

Media contacts:

Christian Taubenschlag (Joel Fitzgibbon): 02 6277 7800 or 0438 595 567
Defence Media Liaison: 02 6265 3343 or 0408 498 664

Clearance	Name	Appointment	DTG
Drafted by:	S47F	Media Advisor Op Outreach	100200ZSEP08
Cleared by: (Group/Service 1 star or above.)	MAJGEN Chalmers	Op Outreach	
Cleared by:	S47F	J3/5 JTF 641	100200ZSEP08
Cleared by: (DGPA or delegate)			
Cleared by:			
Ministerial Action (to be completed by DGPA)	For Clearance		
Forwarded to / Cleared by: (Minister's office)			

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**Attachment D
To B877878**

Hon Jenny Macklin MP
Minister for Families, Housing, Communities and Indigenous Affairs
Parliament House
CANBERRA ACT 2600

Dear Minister,

I write to you to inform you that the Australian Defence Force (ADF) has completed all agreed tasks in support of the Northern Territory Emergency Response (NTER).

The ADF has directly supported the NTER since its inception, having deployed personnel in support of this worthwhile initiative on 27 June 2007 under the auspices of Operation OUTREACH. The immediacy of the initiative required the unique capabilities of the ADF to support the ability to survey the 73 identified indigenous communities as well ensuring Child Health Check Teams were able to travel and be sustained in remote areas of the Northern Territory. The ADF's contribution included initial provision of medical kits, and logistic, transport and communication support throughout. Later, the ADF supported the establishment of Northern Territory Police in remote coastal communities through the transport of stores.

At the height of the ADF's contribution, in August 2007, approximately 170 personnel were deployed in direct support of Operation OUTREACH, with many more working behind the scenes. The majority of ADF personnel were indigenous personnel from the Northern Territory NORFORCE unit. These personnel provided invaluable local knowledge and community liaison. The speed of advance and initial success in remote indigenous communities can be attributed to the direct contribution of NORFORCE.

Additionally, the secondment of Major General David Chalmers as the Operations Commander Northern Territory Emergency Response has been an important and tangible contribution by Defence. Major General Chalmers' secondment is scheduled to end in December 2008.

In consultation and agreement with the NTER Operations Centre the ADF is redeploying assets and is scheduled to complete this activity during November 2008, after which Operation OUTREACH will cease. While Operation OUTREACH will be closed, the ADF will consider the provision of support on a case-by-case basis to the NTER through the provisions of Defence Assistance to the Civil Community.

You may also be aware that the ADF continues to support your department on an annual basis through the Australian Army Indigenous Community Assistance Program. This cooperative initiative aims to provide assistance to remote Aboriginal and Torres Strait Islander communities to improve community environmental health conditions.