

CENTRAL LAND COUNCIL COMMUNITY DEVELOPMENT PROGRAM



Monitoring Report
July 2020 – June 2021

Dr Danielle Campbell and Allan Mua Illingworth
Institute for Human Security and Social Change,
La Trobe University

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Author Details

Dr. Danielle Campbell has worked in Indigenous Australian evaluation for over 20 years and the Pacific since 2018. She has experience using realist and participatory evaluation approaches in public health, community development, governance and education. Danielle's approach is focused on engaging diverse stakeholders with different worldviews and levels of power in designing, conducting and using the findings of evaluations.

Allan Mua Illingworth is a Pacific Islander of Fijian heritage who has been working to supporting development regionally and across many Pacific Island countries for over 17 years. He specialises in developmental and participatory approaches towards monitoring and evaluation (M&E) with donor funded aid programs and projects. Allan is a passionate supporter of developing a new generation of Pacific Island evaluators and also in contributing to debate and literature on Pacific or 'Pasefika' evaluative approaches, methods and tools.

Both authors are employed by La Trobe University's [Institute for Human Security and Social Change](#).



Executive Summary

The Central Land Council's (CLC) Community Development (CD) Program aims to deliver projects that benefit Aboriginal communities using Aboriginal income from land-use agreements and by working through Aboriginal governance mechanisms. The program's overall intent is to partner with Aboriginal people in processes that enable them to maintain Aboriginal identity, language, culture and connection to country, as well as strengthen their capacity to participate in mainstream Australia and receive benefits around improved health, education and employment.

This is the 11th annual report by La Trobe University's Institute for Human Security and Social Change on the long-running CD Program. This report provides an assessment of the CD program for 2020/21 and explores Aboriginal perspectives on program achievements to date, who has benefited and who has missed out, success factors and ways to strengthen the program in future. A key highlight during this reporting period has been the development of the CLC Community Development Framework 2021/2026 with key guidance provided by the CD Reference Group and final endorsement by the CLC executive.

Methodology

Annual data collection and analysis was supported by a mixed methods and participatory approach guided by the CD Program Monitoring, Evaluation and Learning (MEL) Strategy. This included a focused case study on a successfully completed project to elicit the views of Aboriginal people and other stakeholders, plus explore the application of the CD program strategies. The case study elicited views from 23 participants (16 with Aboriginal traditional owners, four with external stakeholders and three with CLC staff) and these were analysed together with partner project reports, CD staff reflections and quantitative project data. This draft analysis was presented to the CD Unit, and CD Reference Group for sense-making and further analysis. This report presents the authors' final analysis, key findings and conclusions.

Findings

The CD Program continues to deliver on its key objectives to maximise opportunities for Aboriginal engagement, ownership and control, and generate social, cultural and economic outcomes which benefit Aboriginal people and are valued by them.

The program continued to grow in 2020/21 in terms of the overall amount of funding allocated and the numbers of projects funded. This financial year has seen the CD program reach a new benchmark compared to the previous five years, with CD staff supporting Aboriginal people to plan and allocate funding for 177 new projects for a total value of \$27.5 million. Another financial achievement is the CLC securing a new income stream through the three-year Matched Funds Initiative, which has been approved by the Commonwealth Government and is funded from the Aboriginals Benefit Account. This initiative is focused on increasing program equity and incentivising Aboriginal groups with small and new income streams to direct income to community benefit by providing capped, 'matched' funding for project delivery.

The program has worked to safely re-engage with communities this year, noting the impact of COVID-19 during 2019/20 on the CD program's ability to conduct fieldwork and community visits. The CD Unit was able to plan and deliver a total 436 community engagements with Aboriginal governance groups, up from 267, which is a significant increase. The program also supported a wide range of benefits, including Aboriginal employment and training. During this period 624 Aboriginal people were

employed, a 25% increase from 470 the previous year, and they worked a combined total of 38,280 hours on CD projects. In addition 2,658 hours of non-accredited training for 318 participants and 1,827 hours of accredited training was delivered.

The case study on the Yeperenye Trail project has shown good outcomes both for local Aboriginal people and the CD program. The project delivered a hand-built 7.2km walking and mountain bike trail of durable design which is culturally sound, environmentally sustainable, and meets Northern Territory Parks and Wildlife requirements. Interviews with traditional owners, project stakeholders and CLC staff highlight additional achievements, including: Aboriginal traditional owners actively led the planning and implementation process; 33 Aboriginal people benefited from employment on the project, including as cultural supervisors; inter-generational knowledge transfer and cultural maintenance were supported; and, co-funding was provided by the NT Government. This case study highlights the value of CLC applying a partnership approach, despite the additional resources it takes.

Key Achievements for each major CD Project

The **Warlpiri Education and Training Trust (WETT)** allocated over \$9 million for 23 projects in 2020/21. Despite the impact of COVID-19 on education programs, WETT has continued to deliver through its regional Youth Development program, the Learning Centres, various Language and Culture in schools initiatives, support for secondary students, and early childhood programs. There was positive Yapa feedback regarding the WETT Tracking and Learning project, particularly around Aboriginal ownership, control, decision-making and skills development.

The **Granites Mine Affected Area Aboriginal Corporation Project (GMAAAC)** allocated just over \$13 million to 67 projects, which employed 299 local Aboriginal people. The CLC also conducted 149 consultations with directors, community members and other stakeholders. Highlights include success in improving governance through the transfer of authority to new directors, plus good community engagement, participation and valuing of sports and recreation projects for youth and adults.

The **Uluru-Kata Tjuta National Park Project** allocated \$1.02 million for eight projects employing 44 Aboriginal people. There were 18 consultations with working group members, community members and other stakeholders. Monitoring of URM results shows good engagement with the 16-member URM regional working group which is investing in regional priorities. This included cultural and bilingual resource projects that employed 32 Anangu¹ and local advisors, plus the ongoing work in Mutitjulu to support the community swimming pool.

The **Northern Territory Parks Rent Money Project** allocated \$2.2 million for 41 projects employing 38 Aboriginal people. The program conducted 160 consultations with Aboriginal land-owners, working group members and other stakeholders. There was deeper governance engagement and ownership with some parks groups, including for the Yeperenye Trail Project (see detailed case study) where traditional owners made decisions throughout the project cycle. Homeland upgrades at Old Station, Akanta, Red Sandhill, Burt Creek, Lingarra and Ewaninga were also completed.

The **Community Lease Money Project** allocated \$864,000 for 21 projects and generated employment for 19 local people. The CLM project delivered 202 community engagements and showed signs of strengthened governance with a high level of working group engagement and more

¹ Anangu is the term used by members of several central Australian Aboriginal groups from the Western Desert to describe themselves

inclusive participation with younger women becoming more vocal. Several community infrastructure upgrade projects were also completed.

The **Tanami Dialysis Project** – The Kurra Aboriginal Corporation and GMAAAC continue to fund and work with the Purple House to support the establishment of dialysis clinics in Tanami communities.

In addition to these projects, the CLC continued to offer CD program support to Aboriginal landowning groups through other income streams. CLC work under '**Other Projects**' allocated \$1.2 million funding for nine projects. This was a significant increase, which was incentivised by the availability of 'matched funds' from the Aboriginals Benefit Account. 30 Aboriginal groups chose to extend their community development opportunities by accessing co-funding from new **Matched Funds** initiative and the \$2 million available for this year was fully subscribed

Conclusion

The CD Program has continued to make good progress, particularly around Aboriginal engagement, ownership and control, and the achievement of tangible outcomes valued by Aboriginal people. Aboriginal people continue to value the program for the way it respectfully engages them in priority setting, decision-making and action, plus the diverse benefits it delivers their communities and homelands, which continue to have significant needs not adequately met by government.

The extent to which the program can make a substantial and sustained contribution to Aboriginal controlled development outcomes, continues to be constrained by the complexity of the context and the broader system, which Aboriginal people routinely identify as limiting their control and agency. The CLC and Aboriginal participants continue to reflect on the program approach and ways to address such challenges and strengthen outcomes. Specific additional actions and recommendations identified by CLC staff as part of this year's monitoring process are included in this report.

Importantly, substantial work was done by the CLC this year to develop a new evidence-based CD Framework and MEL Strategy to guide the program approach for the next five years. The CLC recognises, despite the challenges, that the program has the potential to increase its outcomes by working more to shift the system through an increased focus on partnerships and networks, and lobbying and advocacy. Tracking and learning around what works and the extent to which this strengthens outcomes and impact will be important work for the CLC to take forward.

Acronyms

AAMC	Aboriginal Associations Management Centre
ABA	Aboriginals Benefit Account
AC	Aboriginal Corporation
AFL NT	Australian Football League, Northern Territory
BIITE	Bachelor Institute for Indigenous Tertiary Education
CNTA	Centre for Native Title Anthropology
CD Unit	Community Development Unit
CDU	Charles Darwin University
CLA	Community Living Area
CLC	Central Land Council
CLM	Community Lease Money
COP	Community of Practice
DoE	Department of Education
GMAAAC	Granites Mine Affected Area Aboriginal Corporation
IPA	Indigenous Protected Area
ILUA	Indigenous Land Use Agreement
KWHB	Katherine West Health Board
MEL	Monitoring Evaluation and Learning
NIAA	National Indigenous Australians Agency
NGO	Non- Government Organisation
MWG	Mutitjulu Working Group
NP	National Park
NPY	Ngaanyatjarra Pitjantjatjara Yankunytjatjara
NTER	Northern Territory Emergency Response
QSNTS	Queensland South Native Title Services
TO	Traditional owners
TMAAAC	Tanami Mine Affected Area Aboriginal Corporation
UKTNP	Uluru Kata Tjuta National Park
URM	Uluru Kata Tjuta Rent Money Community Development Project
WANTA	Wanta Aboriginal Corporation
WDNWPT	Western Desert Nganampa Waltja Palyantjaku Tjutaku Aboriginal Corporation
WETT	Warlpiri Education and Training Trust
WETT AC	Warlpiri Education and Training Trust Advisory Committee
WG	Working Group
WYDAC	Warlpiri Youth Development Aboriginal Corporation

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1. Introduction

The Central Land Council (CLC), a Commonwealth corporate entity originally established under the Aboriginal Land Rights Act (Northern Territory) 1976, is an Aboriginal organisation governed by a council of 90 elected Aboriginal members. The CLC works with Aboriginal people to support them to achieve recognition of land and native title rights, to manage land and negotiate agreements with others seeking to use their land, and to apply land use payment for sustainable community benefit.

Since 2005, the CLC's Community Development Program has been supporting Aboriginal groups to work together to identify and address their development priorities and needs, largely through designing and funding projects. The program is guided by the CLC Community Development Framework 2016-2020, which articulates community development goals, principles and processes for the CLC.²

The CLC's CD Unit of 19 staff has primary responsibility for delivering the CD Program. Other sections of the CLC are also centrally involved in supporting the CD Program in areas such as Legal, Finance, Regional Services, Policy, the Aboriginal Associations Management Centre, Anthropology, Land Management and Minerals and Energy.

This 11th annual monitoring report provides an assessment of progress for the work of the CD Program in 2020/21. It also includes a case study on the Yeperenye Trail Project, which provides important learnings on what it takes to generate local Aboriginal employment, governance and cultural benefits. It helps unpack how Aboriginal people, government departments, the CLC and other key stakeholders can collaborate respectfully to deliver on shared objectives and shows how the CLC is using specific program strategies to support this.

Context and CLC approach

The CLC's community development approach focuses on community ownership, Aboriginal control, trust-based relationships, respect for local values and processes, and a deep understanding of cultural differences and intercultural work. The overall intention is to partner with Aboriginal people in processes that enable them to set and achieve their dual objectives of maintaining Aboriginal identity, language, culture and connection to country, and strengthening their capacity to participate in mainstream Australia and in the modern economy through improving health, education and employment outcomes.

During this period, the CD program has had to deal with the impact of COVID-19 on Australia and its flow on effects on the Northern Territory. Border closures, challenges to travel, impacts on revenue and employment has impacted Australia and the NT. Compared to the previous financial year, the program has adapted and scaled up its implementation of projects to cover for both the delayed work but also planned initiatives for the 2020/21 period. The total funding allocations reached a high for the CD program, partly because they incorporated funds that accumulated during 2019/20 when limited CD meetings were held due to travel restrictions. Similar increases can be seen in the number of new initiatives funded, plus the increased number of community engagements.

² For details about the CLC Community Development Framework see <https://www.clc.org.au/wp-content/uploads/2021/03/CLC-Community-Development-Framework-2016-2020.pdf>

During this period, the CLC was also able to undertake a process of reviewing and updating its Community Development Framework to guide the program going forward.³ This revision process is still being finalised, therefore this report includes findings, learnings and recommendations based on the current CD Framework objectives and approach, including attention to the application of emerging program strategies.

The CD program has four intermediate objectives:

1. Maximise opportunities for Aboriginal engagement, ownership and control, particularly in relation to the management of resources that belong to them.
2. Generate service outcomes which benefit Aboriginal people and are valued by them, including social, cultural and economic outcomes.
3. Build an evidence base for the CLC's community development approach and the value it has for contributing to Aboriginal capabilities.
4. Share lessons learned with other government and non-government agencies.

CD Program Strategies

The CLC CD Framework review work undertaken in 2020 - 2021 has highlighted four key strategies that the program is using (to greater and lesser degrees) to progress its objectives. The CLC has identified the need for increased application of the partnership and networks and lobbying and advocacy strategies going forward.

1. **Governance support** – extend the governance experience and capacity of Aboriginal people based on Aboriginal participant knowledge and comprehensive engagement.
2. **Planning and project management** – Facilitate effective planning, design, delivery and management processes that enable Aboriginal people to address their development aspirations and issues.
3. **Partnerships and networks** – support Aboriginal people to collaborate with other organisations and champions to address shared challenges and achieve development outcomes.
4. **Lobbying and advocacy** – work to influence other actors to support and enable Aboriginal controlled development at all levels from specific projects to shifting policy and government resourcing.

The CD Program is implemented through seven major income streams each with numerous programs and projects, as well as an increasing number of 'other' projects. 'Matched Funds' is a new income stream provided through the Aboriginals Benefit Account under agreement with the National Indigenous Australians Agency. These income streams are summarised in Table 1 below. Each project has tailored management arrangements, decision-making models and implementation processes. However, all income streams, are funded with Aboriginal peoples' own money, governed by Aboriginal decision-making bodies, and focused on achieving outcomes sought by Aboriginal people.

³ This review is being supported by the Institute and draws on 10 years of program monitoring and evaluation, recent interviews with Aboriginal key informants and input from the CLC's external CD Reference Group, senior CLC staff and CLC CD staff. The CLC anticipates having a new CLC CD Framework in place by early 2022.

Table 1: 2020/21 Community Development Income Streams

Income Stream	Purpose
Uluru Rent Money (URM) Project	Use rent paid to relevant traditional owners towards a range of sustainable initiatives
Warlpiri Education and Training Trust (WETT) Project	Use mining royalties from the Granites Mine for sustainable education and training benefits
Tanami Dialysis Support Service Project	Use interest earned on invested mining royalties from the Granites Mine to support dialysis facilities and patient support services in remote communities in the Tanami
Granites Mine Affected Area Aboriginal Corporation (GMAAAC) Project	Support nine communities to apply 'affected area' monies from the Granites Mine towards broad community benefit activities
NT Parks Rent Money Project	Use rent paid from NT Parks to relevant traditional owners towards a range of development activities
Community Lease Money Project	Use rent paid for community leases for a diverse range of development activities
Other projects	Use payments from Indigenous Land Use Agreements (ILUA) for a variety of community benefit projects
Matched Funds	Community groups that invest new income from land use agreements in community benefit are eligible for capped, matched funds which is additional income from the Aboriginals Benefit Account.

2. CD Program progress

This section presents progress on the overall CD Program drawing on quantitative data.

2.1. Project allocations and expenditure

A total of \$27.5 million was approved through all the projects in 2020-21 (Figure 1 and see Table 2), as compared to \$16.6 million in the previous year. The number of individual projects funded increased from 153 in the previous year to 177 this year.

Figure 1: Funding for approved projects by income stream 2020/21

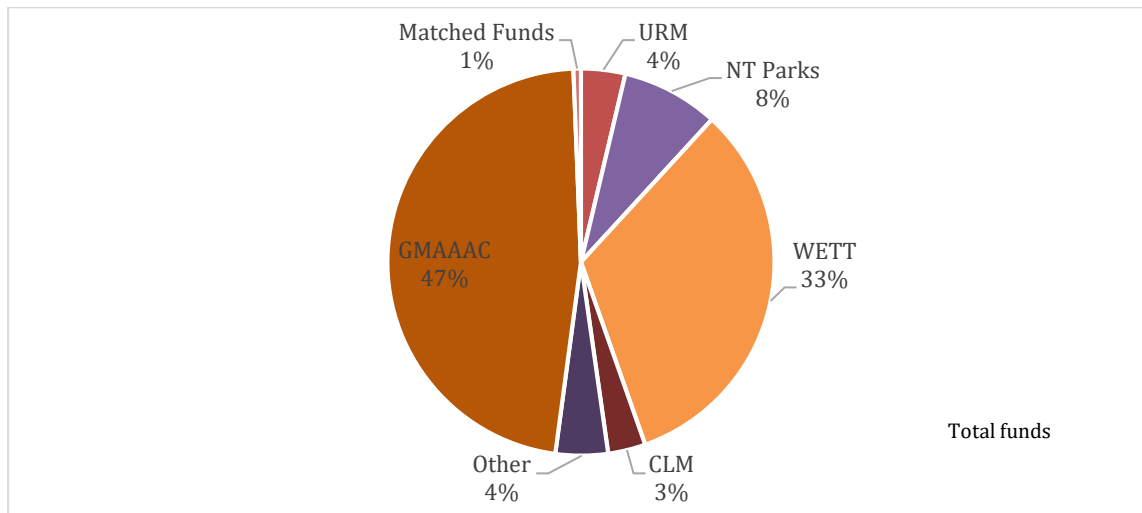
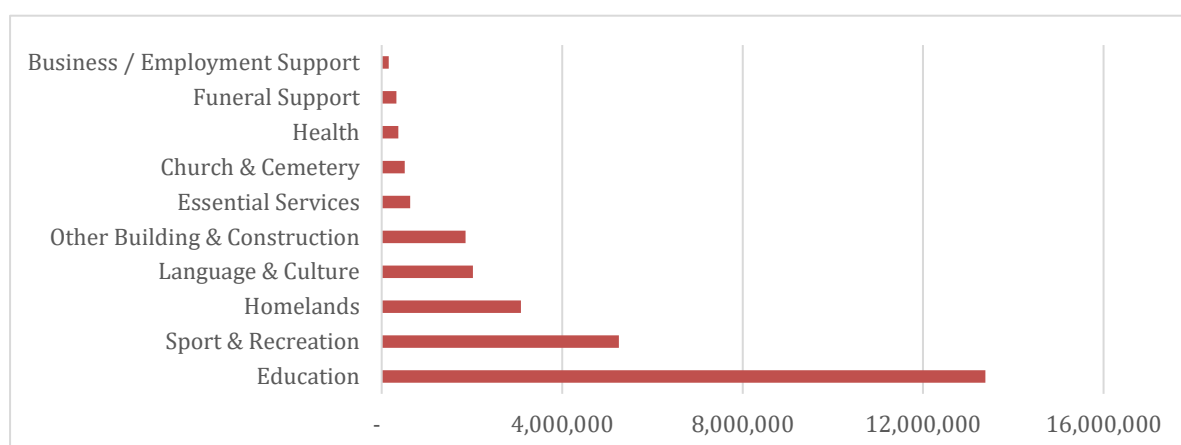


Table 2: 2020/21 Funding allocations and expenditure by income stream

Income Stream	# of Projects	Allocated Funds	% of total allocation	Average Project Value	Expenditure by Income Stream
CLM	21	\$864,565	3%	\$41,170	\$613,736
GMAAAC	67	\$13,040,044	47%	\$194,628	\$3,743,800
MATCHED FUNDS	8	\$172,373	1%	\$21,547	-
NTP	41	\$2,242,405	8%	\$54,693	\$1,404,123
OTHER	9	\$1,207,162	4%	\$134,129	\$857,742
URM	8	\$1,020,510	4%	\$127,564	\$2,100,134
WETT	23	\$9,049,063	33%	\$393,438	\$3,569,246
Total	177	\$27,596,122	100%	\$155,910	\$12,288,781

GMAAAC continued to allocate the most income to the most projects, accounting for \$13 million of the \$27.5 million allocated and over 35% of new projects. With WETT also allocating \$9 million for 23 initiatives also in the Warlpiri communities, this means most of the CD Program funding allocated (80%) continues to be for projects in the Tanami Desert region. Similarly, income expended for funded

Figure 2: Funding allocations by project type for 2020/21



projects continued to be largely for GMAAAC (\$3.7m) and WETT (\$3.5m) projects, with the URM Project also expending a substantial \$2 million.

Similar to the previous year, funding by project type shows education at 48% (\$13.3 million), while sports and recreation allocations doubled to 19% (\$5.2 million) compared to the previous year. Allocations for homelands, language and culture and building/construction have increased slightly. There was a reduction in allocations for projects relating to essential services, churches and cemetery upgrades, funeral services, health and business/employment services.

2.2. Community engagement by CD staff

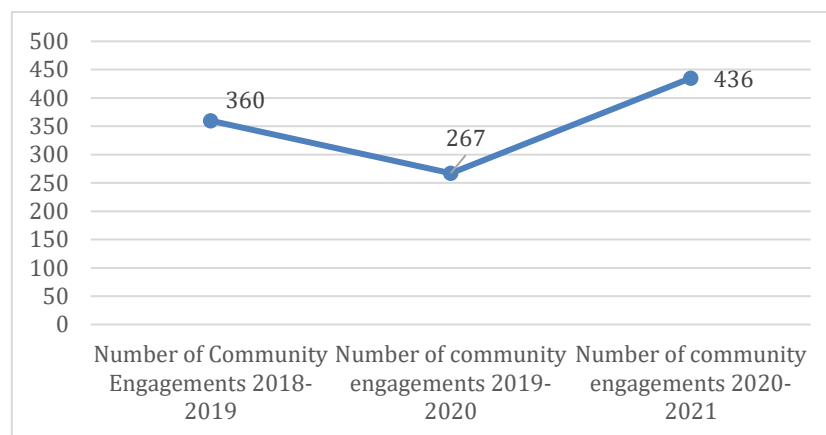
The seven step CD planning for action process, through which Aboriginal people identified, developed and funded each of these 177 projects, involved the CD Unit delivering a total **436** engagements with Aboriginal governance groups (see Table 3). This is a significant increase compared to 267 engagements last year and 360 in 2018/19 (see Figure 3). Given that the operating environment was still very restricted due to COVID-19, this is a good achievement by the CLC. 69% of engagements were through the NT Parks, CLM and 'Other' Projects. The opportunity to access matched funding through each of these projects is generating increased interest in the program and therefore a trend of increased community engagements. For example, community engagements for 'Other projects' increased from 6 in 2018/19 to 16 in 2019/20 and 48 in 2020/21.

Table 3: Community engagements by CD project for 2020/21

Income Stream	Community engagements 2020-2021	Stakeholder Engagements	Total Meetings 2020/21
Uluru Rent Money (URM) Project	12	6	18
Warlpiri Education and Training Trust (WETT) Project	12	52	63
The Tanami Dialysis Support Service Project	2	0	2
Granites Mine Affected Area Aboriginal Corporation (GMAAAC) Project	61	88	149
NT Parks Rent Money Project	138	22	160
Community Lease Money Project	163	39	202
Other Projects	48	9	57
Total	436	216	652

** Note: Matched Fund community engagements are conducted as part of existing projects, therefore incorporated into those figures.*

Figure 3: Total Community Engagements 2018-2021



In addition, staff conducted an additional 216 engagements with other program stakeholders, most of which were current or prospective project partners.



CD Staff member Nick Raymond facilitates a Nyirrpi GMAAAC community meeting in June 2021

2.3. Aboriginal training and employment

The CLC is committed to better capturing the Aboriginal training and employment outcomes from the CD Program and has worked to improve data collection in this area.⁴ During this period 624 Aboriginal people were employed through CD projects and worked a combined total of 38,280 hours across the CLC region on projects they funded. This is a 25% increase in the number of workers as compared to

⁴ This relies on partner organisations reporting in line with contract requirements.

the previous year (470 employed) and 6,173 (16%) more hours worked than the previous year. The CD program has continued to support Aboriginal employment in projects with partner reporting noting that this income is significant in the context of limited paid employment and work experience opportunities in remote communities.

Overall, CD funded projects delivered 2,658 hours of non-accredited training (down from 3,448 hours in the previous year) for 318 participants. It also delivered 1,827 hours of accredited training for 105 participants, which is a significant increase from 1,037 hours the year before.



Vincent Shadforth working on the Mutijulu Pool Managers House

Figure 4: Aboriginal Employment figures for 2020/21

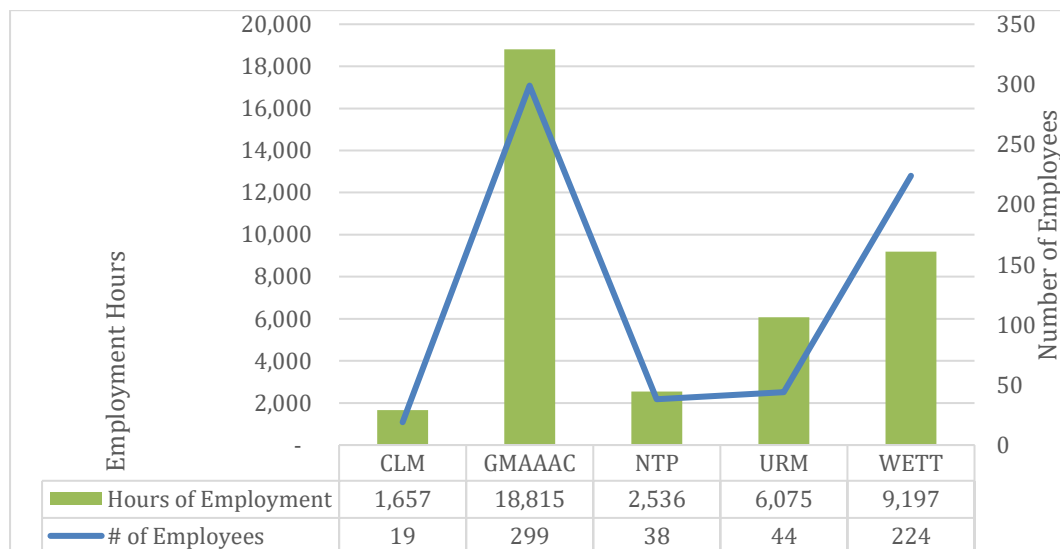
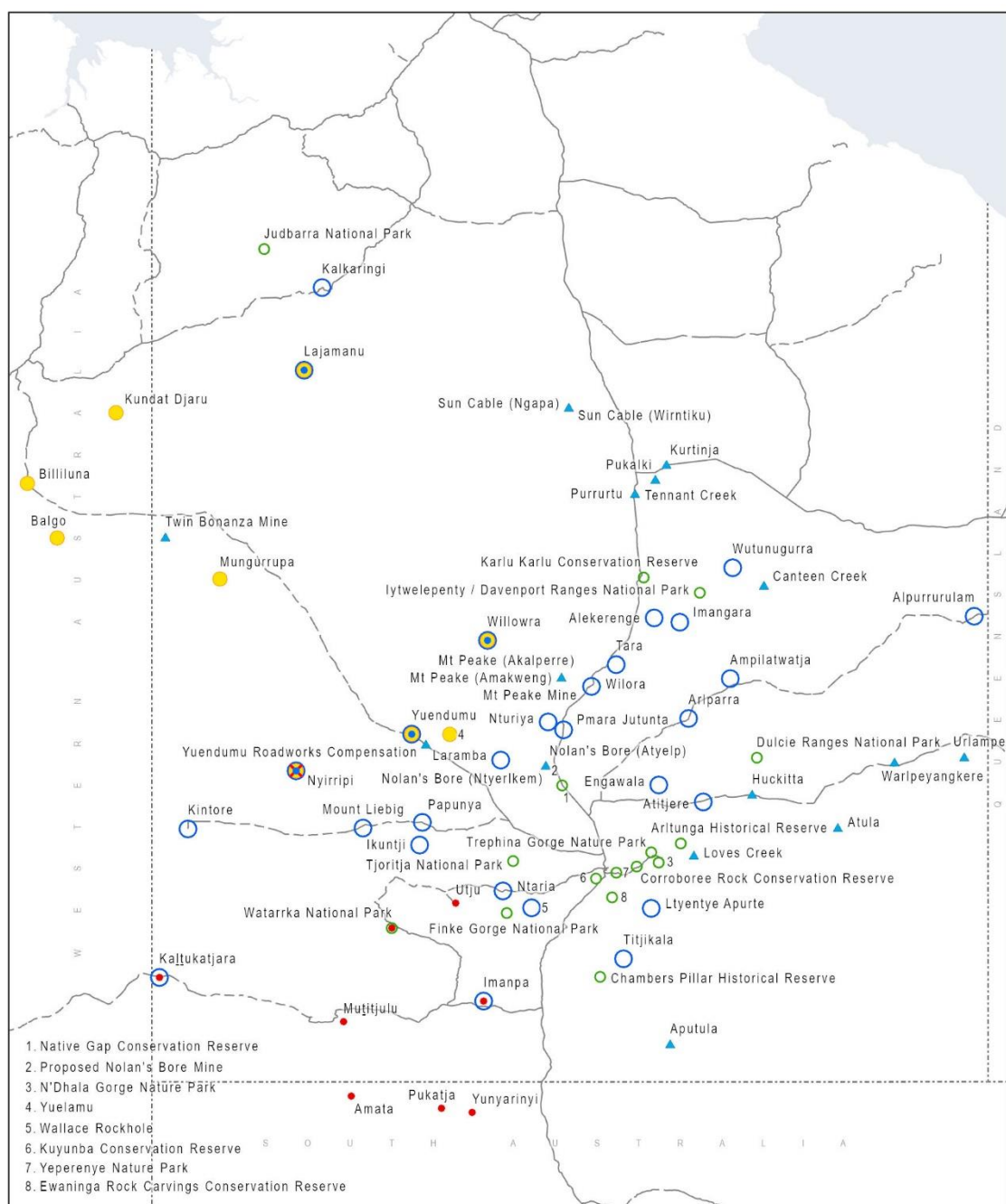


Figure 4 shows that GMAAAC and WETT generate the most employment opportunities of all the projects, which is not surprising given the amount of money allocated and projects funded. The URM Project is supporting substantial Aboriginal employment relative to funding allocations and numbers of projects. CLC staff attribute this to the larger, ongoing programs being delivered including the Mutitjulu pool operation and a regional language and culture program. CLC has identified that the many short-term construction projects generally funded by CLM and NT Parks tend to create more limited Aboriginal employment outcomes. The Yeperenye trail construction project, on the other hand, provides an example of how more employment can be achieved through more substantial one-off construction projects provided the right resourcing and supports are in place.

2.4. Location of the 2020/21 CLC community development projects



Locations of 2020-21 CLC Community Development Unit Projects

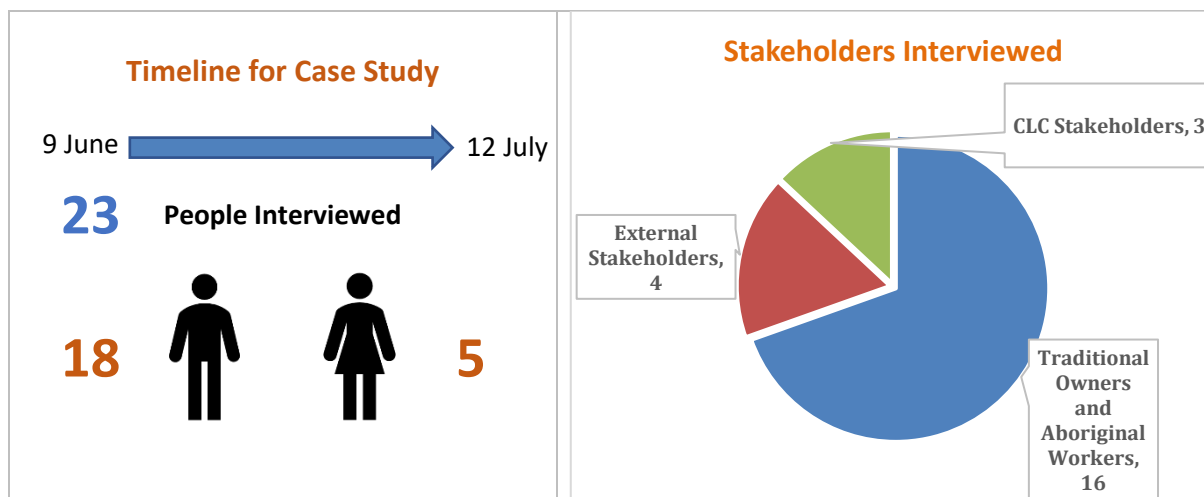


3. Case Study - Hand building the Yeperenye Trail: Lessons on working in partnership to support Aboriginal control, culture and employment

This section presents a case study on the Yeperenye Trail Project, which was completed as part of the Northern Territory Parks Project by traditional owners for the Emily and Jessie Gap Nature Park. It provides useful insights into the diverse benefits that can be achieved when the CD Program applies its four key strategies, plus the factors that support and limit their application.

As outlined in Section One, the CLC is using four key strategies to achieve the objectives of the program and to contribute to its goal. **Governance support** and **project planning and management** strategies continue to be extended but have long been applied by the program and are generally well developed. **Partnerships and networks**, and **lobbying and advocacy**, are emerging strategies that are used in some instances by the program but not consistently or systematically. The CLC identified that having a better understanding of how these strategies are currently being used will inform their further refinement and future application.

This case study largely draws on qualitative data gathered from 23 interviews with Aboriginal traditional owners and workers, and key stakeholders (including the CLC, the project partner and a NT government agency), supplemented by CD staff reflections and partner project reports. Key themes explored in interviews included: what was done and who was involved; what outcomes were achieved and what supported/limited them; and, what was learned about ways of working including partnerships, collaboration and advocacy. A limitation of the methodology was that despite an intention of seeking a gender balance, only five of the 23 respondents were women.⁵



Background

Since 2016, Yeperenye traditional owners from the Emily and Jessie Gaps Nature Park have explored the idea of a 'tourist walkway' between Emily and Jessie Gaps to encourage visitors to see and learn about their country. After extensive planning, in October 2020 they decided to allocate \$364,198 to design and construct a dual-use walking and mountain bike track. Tricky Tracks was chosen as the implementing partner and collaborated with traditional owners, local Aboriginal workers,

⁵ Many of the respondents interviewed were involved in the track construction and were predominantly men.

Tangentyere Employment Services, NT Parks and Wildlife, and staff from different sections of the CLC to successfully deliver the project.

What was achieved?

The hand-built **construction of a 7.2km walking and mountain bike trail** of durable design which is culturally sound, environmentally sustainable, and meets NT Parks and Wildlife requirements. While most track development is done with machines internationally and elsewhere in Australia, the Central Australian environment is unique and requires an environmentally sensitive approach, even though this takes more time. This was factored in with the track being hand-built to ensure low environmental impact and sensitivity and respect for country and cultural sites.

“It looks good—a hand-built track made without machines. If we were using machines, it would have been finished a long time ago... It’s given us employment and is a healthy activity. It’s good to be out on country, working together.” (Traditional owner)



Traditional owner Grant Wallace (pictured left) worked on the trail construction

The project consistently **engaged traditional owners** as part of the project steering working group throughout the design and implementation phases. This promoted a high level of **local ownership and participation**. Senior traditional owners were also engaged as **Cultural Supervisors**. They provided ongoing mentorship and support for younger people working on the project and advice to Tricky Tracks, including on cultural issues and sites. For example, cultural supervisors advised that the trail needed to be diverted around cultural sites in one section, which then created the potential for water damage and erosion. By combining Aboriginal cultural knowledge of the country with Tricky Tracks’ technical

Employing Cultural Supervisors.

“The Cultural Supervisor model is brilliant and should be incorporated in other land projects. It made progress efficient and responsive” (CLC staff).

Employing senior Cultural Supervisors meant that people felt safe and younger people were more likely to turn up. They also helped guide decisions on which areas were safe for women to work.

“Having Cultural Supervisors made us feel good about the work; we felt that if they were there on country guiding us, looking after it, everything was alright.” (Traditional owner)

knowledge of track building, together they found a solution that met NT Parks and Wildlife quality standards.

The project also generated significant employment with **33 local Aboriginal people employed**. This provided people with valuable work experience, the opportunity to build new skills and income. Feedback from all stakeholders indicates these employment outcomes were highly valued.

Generating employment, skills and income

33 traditional owners and local Aboriginal people were employed through this project through an innovative partnership approach (see separate box) involving multiple stakeholders. Tricky Tracks employed the workers and worked respectfully alongside them, while Tangentyere Employment Services facilitated engagement and contracting, including helping to set up superannuation and bank accounts, and getting tax file numbers. The CLC worked with the cultural supervisors and other stakeholders to coordinate a roster system and convened regular rostering meetings with the traditional group. A Messenger chat group was created to help communicate with workers. Significant time and effort was invested in supporting Aboriginal employment throughout the project, which still had some challenges with many people gaining some work experience but only a small number of people working consistently on the project.

Subsequently, some workers have gone on to secure other employment *“through the experience of this project a number of traditional owners have put their hands up to work on Parks”* (NT Parks and Wildlife). This project demonstrated there continues to be a strong interest in this kind of work and how with the right set up (see box), people are very committed.

“This is the way other jobs should work. From the start a lot of young people were interested. Girls worked on sacred side for women. We stopped for that; that’s their area. If there were more jobs like this people would be interested and get involved. Getting local people involved, employment, traditional owners making decisions and leading projects.” (Traditional owner).

Aboriginal respondents also expressed a strong sense of **pride and ownership** in what they achieved. Key feedback included:

“The traditional owners were drivers of the project. The trail goes a long way- it looks good- we are really proud of it, and what we have achieved.” (Traditional owner)

“Our families will come and check out the track. They’ll be seeing everything we’ve done and be proud to walk along the track. Our grandkids will enjoy it; they’ll love it and walk ahead”. (Traditional owner)

“I feel really proud and happy that we are doing this – working with the country. Also, young men and women connected to country are working on it. It makes me feel so proud that family from Amoonguna showing what we can do.” (Traditional owner).



Traditional owners Roseanne Ellis and Matthew Alice welcome people to walk the trail

Some of these comments highlight another key achievement which was **strengthening Aboriginal connection to country and supporting intergenerational knowledge transfer**.

CD Program Strategy Application

Partnership and Networks

There was positive feedback on the collaborative approach taken, which applied internally across CLC sections, as well as externally to the partnerships that were formed with other stakeholders around this initiative.

“It demonstrates what joint management can be, a genuine contribution from both and a partnership... and making sure that the structure is integrated, and Aboriginal people are embedded rather than there being two opposing or different sides.” (NT Parks and Wildlife).

Lobbying and Advocacy

The collaborative approach, combined with good publicity of the project, including on the local ABC news, helped leverage additional funding from the Northern Territory Government to install signage for the trail.

Challenges

While respondents were consistently very positive about the project and all that it has achieved, a key challenge was identified around sustainability and next steps. There’s no longer-term plan to promote tourism and use of the track nor to create ongoing Aboriginal employment opportunities. Comments from NT Parks and Wildlife suggested:

“Ideally, we’d have long term plans for visitor experience plans, to lay out infrastructure and tourism priorities over time. Ideally to co-fund and co-own the project and make sure the traditional owners are involved in the design, planning and construction and have genuine engagement in the whole thing”.

Tangentyere Employment commented that now that the project has ended, the employment benefits may not be sustained: *“There is no next step, no continuation for them with building or training. These small projects are great but don’t necessarily build pathways”.* But it is worth noting that Tricky Tracks are keen to recruit a small number of the traditional owner trail builders to keep working on their future projects, highlighting there are some opportunities for ongoing employment.

Both CLC and NT Parks and Wildlife staff also identified a risk that the collaborative approach taken in this project may not be sustained in future with each agency likely to revert to a less collaborative, business as usual approach.

Lessons learned

There was good cooperation between the many Aboriginal and non-Aboriginal stakeholders. Feedback suggests this was based on a collaborative **partnership approach** between stakeholders who built relationships over time. Similarly, there are signs of **good internal cooperation between CLC sections**, including Anthropology, Legal, Land Management, the Employment Unit and Community Development. Some of the key factors that enabled external and internal CLC collaboration include:

- **Shared commitment by all stakeholders** to Aboriginal leadership and involvement in all aspects of the project and working in culturally appropriate ways.
- **A deliberate partnership and network approach** which brought together multiple stakeholders in a participatory and inclusive manner involving traditional owners and community members, the private sector, government and non-government agencies.
- **Regular, inclusive and clear communication** including through regular meetings, sharing reports and photos, and through social media.
- **An adaptive and flexible** approach, which helped identify new ways of doing things (like the use of a Messenger chat group and fortnightly rostering meetings), experimenting and then working together to find solutions.
- Drawing on different partners’ knowledge and expertise to work out how to maximise project outcomes based on a **deep understanding of the local context** combined with **technical know-how**.
- **Sufficient time and resources**, including CLC staff time to facilitate and coordinate the project.

This final point on time and resources highlights an ongoing challenge and question for the CLC and its CD program in terms of breadth versus depth. As one CLC interviewee commented:

“I’m thinking about doing less better, rather than overstretching ourselves at CD—a better way forward. WETT has this sort of thing where they work intensively and know each other and collaborate well. It’s an investment of time and resources but is valuable. I hope this project encourages this view... That collaboration should be documented, that CLC can achieve so much.” (CD staff)

In addition, another key lesson from this project is that local employment needs to be planned for, resourced and actively supported by all stakeholders to get outcomes. CD staff have identified potential value in having additional CLC resourcing to support Aboriginal employment on CD projects.

Actions and recommendations

- Continue to strategically apply the partnerships and networks, and lobbying and advocacy strategies, recognising both the additional resourcing required and the potential for stronger outcomes through this deeper work.
- Do annual deep dives on the application of these strategies, to help further develop them and identify what supports and limits their application.
- As CLC's understanding of applying these strategies effectively increases, develop an approach for engaging Aboriginal groups and CD staff in working out when the additional benefits are likely to justify the additional time investment, possibly including a set of criteria.

4. Progress of individual CD projects

4.1. The Warlpiri Education and Training Trust (WETT)

	\$9.04M funding allocated for 23 Projects	63 Community and stakeholder engagements	6 Programs continued during 2020/21	224 Aboriginal people employed through WETT programs
HIGHLIGHTS	<ul style="list-style-type: none"> • WETT has continued to deliver through its regional Youth Development program, the Learning Centres, various Language and Culture in schools initiatives, support for secondary students, and early childhood programs. • There was positive Yapa feedback regarding the WETT Tracking and Learning project, particularly around Aboriginal ownership, control, decision-making and skills development. 			

Since 2005 the WETT project has used gold mining royalties to support Warlpiri education and training initiatives, primarily in the Tanami communities of Yuendumu, Lajamanu, Willowra and Nyirpi. WETT is governed by traditional owners through the Kurra Aboriginal Corporation, with advice from the WETT Advisory Committee. This committee is made up of 16 representatives from the four Warlpiri communities, plus one CLC and one Newmont Australia representative. WETT focus areas are Children and Families, Language and Culture in Schools, Secondary School Support, Youth Development, and Community Learning Centres.

Figure 5: WETT Funding Allocations

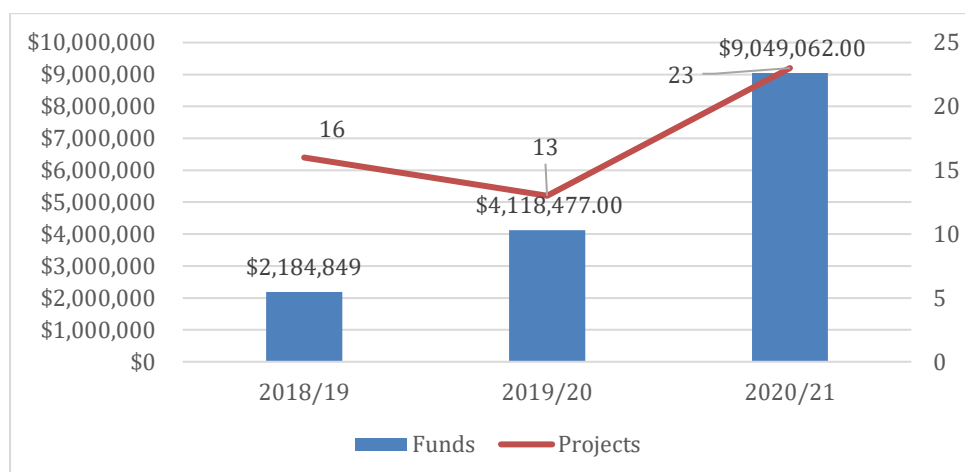
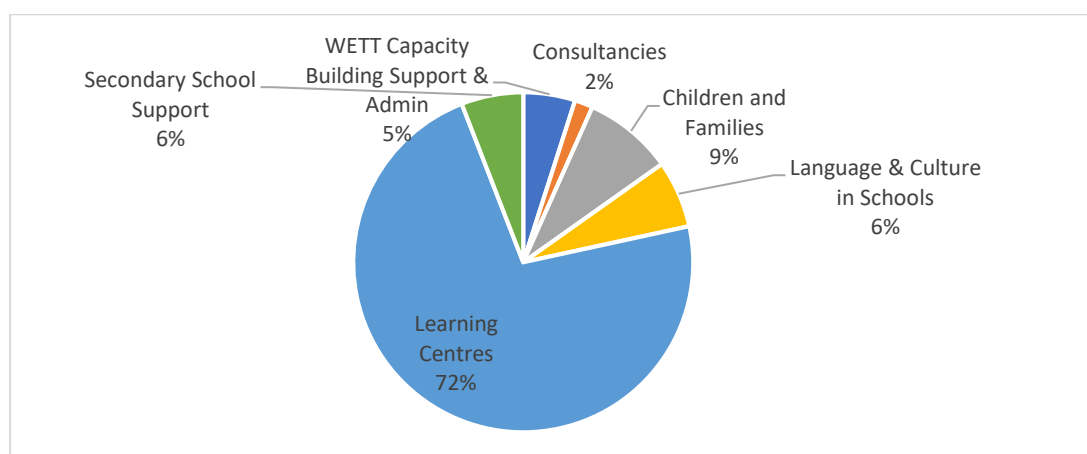


Figure 6: Funding Allocation by WETT objective 2020/21



In 2020-21 the Kurra WETT Directors approved \$9.5m for 23 projects across WETT's five ongoing programs. This was significantly more funding and more projects than the two previous years. The increased funding amount is largely because of a major allocation (\$6.5 million) to the Learning Centres program, which continues to require a growing amount of WETT's resources on a two to three year funding cycle. WETT is working on long-term education priorities, therefore funding as presented in Figure 6 is based on these specific WETT objectives. In this period Learning Centres received the largest portion of funding at 72%, followed by early childhood at 9%. The support to Lajamanu, Nyirripi, Willowra and Yuendumu schools for the school language and culture programs, and secondary support both received an equal 6% of funding allocations. The remaining allocations include CLC operational funds, support for WETT AC capacity building and the 'tracking and learning' (or monitoring and evaluation) work.

WETT Progress on Aboriginal engagement, ownership and control

The CLC CD Program continued to support and develop the governance of WETT, with a total of 63 consultations undertaken by the WETT-funded CD staff, of which 11 were with Warlpiri governance and community groups, and 52 were stakeholder meetings. The WETT Advisory Committee (AC) and Kurra WETT Directors progressed the development and trial of a WETT Tracking and Learning Plan, with support from the CLC and the Institute for Human Security and Social Change.⁶ This included several WETT AC workshops to develop a WETT 'map' that sets out their theory of how change will happen towards the WETT vision, identify their information needs and ways of collecting information, and trialling a community research approach. WETT AC feedback and staff reflections suggest that WETT leaders are actively engaged, feel a strong sense of pride, ownership and control of the work, and see value in the approach they have co-designed. Feedback received from community research participants, who were supported by the Institute's senior Warlpiri researcher and WETT AC members, indicates they have gained new skills and are able to collect quality data:

Summary of WETT Consultations (#)

- ❖ WETT AC / Kurra WETT Directors Meetings – 7
- ❖ Kurra Directors – 2
- ❖ Community meetings/Consults – 3
- ❖ Stakeholder Meetings – 52

TOTAL - 64

"I got the picture of what research is, who a researcher is, because I have got two Napaljarri's, and I really learnt a lot from them. They explained to me what a researcher is and for research

⁶ Including this report's authors.

we found a Warlpiri name - Warrininjaku (to go look for) manu palka (and to find) Maninjaku (to get it, gather it and bring it back)." (Yapa researcher)⁷

"We got the true story because we are family and we are related. Yapa have to give us the true story, not like when Kartiya⁸ come in from the outside." (Yapa researcher)

The co-design approach has increased the involvement of Yapa in leading this tracking and learning initiative, rather than an external monitoring and evaluation consultant. The shift aligns with the CLC approach towards locally owned development and engagement. WETT AC members and CLC staff have identified the long-term relationships and trust between WETT, CLC and Institute staff, the employment of skilled, senior Yapa to work on the project and coming up with ideas and testing them together as key enablers.



WETT Advisory Committee member Fiona Gibson explains how the WETT Map will be used at the March 2021 meeting

Another key governance output has been Kurra Directors' continued participation in the Good Governance Program (GGP). This is delivered by consultants working together with the Aboriginal Associations Management Centre (AAMC) and CD staff. Two trainings were held during this period in December 2020 and June 2021. Attendance rates were strong with newly elected Kurra Directors attending for the first time and reflecting that the training was increasing their knowledge and supporting them to be strong directors. Returning directors actively supported newly elected directors' learning using bilingual training materials, Yapa concepts and Warlpiri language resources.

Finally, WETT continued work on the project the NT Department of Education (DOE) has contracted WETT to deliver around school governance in the Tanami communities. During this period the WETT AC engaged consultants to support members of four Warlpiri communities to develop a vision for their school system. Other work was also progressed in lobbying on policy areas, including the Remote Area Teacher Education program, the Local Decision Making (LDM) policy and the NT DOE engagement strategy.

⁷ Yapa is the word Warlpiri use for Aboriginal people from their language and cultural group.

⁸ Kartiya is the word Warlpiri use for non – Aboriginal person

WETT Programs - Progress on delivering outcomes prioritised and valued by Aboriginal people

Community Learning Centres

The four community Learning Centres are designed to be safe and comfortable two-way learning spaces where individuals and groups of all ages can engage in formal and informal learning opportunities, plus gather for meetings or to pursue their own activities. Program objectives are to engage communities in an environment of learning, assist individuals with their training, employment and life aspirations, build the capacity and confidence of local Yapa staff, and strengthen the sustainability of the program by increasing support from other funders and stakeholders.

The Learning Centre program is delivered by two different organisations (BIITE and WYDAC) across the four communities and is now WETT's largest program investment. The results below suggest the program continues to require a large and growing amount of WETT funding, while struggling to deliver on its objectives, particularly formal learning and training pathways. This applies to all four centres, irrespective of which partner is delivering. This has been an ongoing issue for the Learning Centre program and is not entirely explained by pandemic travel restrictions. At the same time, Learning centres are clearly filling an important community function in supporting Yapa with basic life administration and skills. WETT should consider doing some focused work using the WETT map to confirm the vision for this program and how best to deliver on that, including any aspects of the program which will no longer be prioritised or funded or where government should be providing funding, not WETT.

Willowra and Nyirrpi Learning Centres

The Willowra and Nyirrpi Learning Centres continued to be managed by the Batchelor Institute of Indigenous Tertiary Education (BIITE). The Nyirrpi centre reported an active core group of Warlpiri employed as staff and on the advisory committee who *"continue to be an amazing support to the LC [Learning Centre] coordinator and are always available on a one-to-one basis for discussions or to run ideas by or seek guidance from"*. Local employment was maintained during this period with an average of two Yapa staff members employed at each centre and working two to three days a week. BIITE reports that the Yapa who were employed gained increased skills and capacity by taking on more responsibilities, completing formal training units, increasing their digital literacy and working on their career and training pathways.



Nyirrpi graduates Madelaine Gibson, Susan Ryder and Zenaida Gallagher of Certificate II in Family Wellbeing organised by BIITE

Both these Learning Centres supported community members to get driving licenses through coordinating training or assisting with online practice tests. In Nyirrpi 23 people obtained either learner permits or full driver's licenses. Although formal training remains a challenge, reports show communities are participating in a variety of highly valued informal learning and community activities at the learning centres. The Nyirrpi coordinator notes:

"The AG [advisory group] have indicated they are very happy with the way the LC [learning Centre] is meeting the needs of community and also offering some accredited and non-accredited training".

Yuendumu Learning Centre

The Pina Pina Jarrinjaku (PPJ) Learning Centre in Yuendumu is managed by WYDAC, which experienced significant challenges this period in recruiting staff. While data collection and reporting by WYDAC is very limited⁹, it clearly struggled to keep the PPJ open and provide community learning services in Yuendumu. The local reference group was not active nor were Yapa staff employed at the PPJ Centre. However, there were signs in May and June 2021 that WYDAC was trying to recruit a new reference group and Yapa staff.

No formal training was delivered in 2020, partly due to the difficulty in getting training providers to Yuendumu during the pandemic. Formal and informal training at the PPJ resumed in April 2021 and the number of Yapa accessing the Learning Centre started to increase. Students completed First Aid training in June 2021 and a range of other local organisations used the PPJ space to deliver their own training. The coordinator noted:

"Organisations including Lutheran Care, NAAJA, PAW and WANTA visited the Learning Centre to deliver informal training and information sessions. WYDAC believes that the Learning Centre's capacity to host such visits is central to its role as it enables interagency collaboration that provides clear benefits to community members and identifies the Learning Centre as a hub for information, referral, support and training."

Lajamanu Learning Centre

During the reporting period the management of the Lajamanu Learning Centre transitioned from WYDAC to BIITE, with BIITE employing three Yapa staff from April 2021 onwards who independently ran the centre for brief periods when the coordinator was out of community.¹⁰

The only formal training recorded in 2020 was a Mental Health First Aid course. In 2021 formal training was also limited, mostly due to challenges with COVID-19 restrictions, however two accredited courses were coordinated by the Centre. 13 Students completed Back on Track Training, allowing them to progress their application to reobtain their driving license and one student completed a Hearing for Learning course leading to their employment at the local health clinic.

Strict COVID-19 safe measures in place at the Lajamanu centre has limited numbers able to access services, however BIITE reports suggest increased Yapa use of the centre from January to June 2021.

"The Learning Centre continues to be a hub for community members who wish to use the internet, access banking, or get support with their various paperwork including taxation,

⁹ WYDAC have identified a need to improve their data collection methodology to capture more information on services and support they provide.

¹⁰ WYDAC has not provided any reporting on the July – December 2020 period when it was running the centre.

superannuation, organising funerals, birth certificates and support with legal phone calls and support documents.”

There is no evidence of any reference group meetings held during the reporting period, despite efforts to convene a meeting. It is noted that the BIITE coordinator has consulted with Yapa staff individually to make decisions on Learning Centre priorities going forward and efforts to refresh the reference group and hold regular meetings continue.

Warlpiri Youth Development Program

The **Youth Development Program**, which WETT has funded WYDAC to deliver across the four communities for many years, has three levels to support youth development. The first is diversionary activities designed to keep young people engaged, learning culture and out of trouble. The second and third levels focus on enabling young people to take responsibility, develop work and leadership skills, and take on employment opportunities.

WYDAC reported that the Youth Development program had at least one subcommittee meeting in each community this year. The program provided an average of 12-30 diversionary activities per week and 14-18 activities ranging from crafts to sports to discos and bush trips in each community. There is also evidence that Jaru Pirrjirdi program trainees from Nyirrpi and Willowra received training, graduated and in a small number of cases obtained local employment. It seems that Jaru trainees continue to be involved in running programs after they have graduated. A total of 45 adults/Elders were employed by the program working a total of 925 hours (average 20.5 hours each) from January to June 2021.¹¹ WYDAC also notes that there were challenges with recruiting and maintaining key management staffing roles, “with no Youth Services Manager for the majority of the reporting period”.



Some of the youth diversionary activities offered by the Youth Development Program. (L) A community disco in Willowra and (R) a bush trip to collect sugarbag

¹¹ Figures are not available for July-December 2020

Children and Families

WETT continues to support a range of early learning activities through the **Willowra Playgroup Early Learning Centre** and the **Early Childhood Support fund**. The Willowra Playgroup Early Learning Centre, managed by World Vision Australia (WVA), continues to show good early learning programming despite the impact of COVID-19 within communities. During this period there were 126 Willowra playgroup sessions, with a 95% reach (25 children). The program also supported 49 caregivers in the community and employed six local women. There continues to be good engagement by the Early Childhood Reference Group (ECRG) which supports decision-making and problem solving on recruitment, professional development opportunities, planning and advice. Reporting indicates that ECRG members value bush trips held during the year which increase children's knowledge of local culture and land; staff learning about early brain development; and, Warlpiri language being used and on display in the playgroup. WVA also identified program challenges due to community conflict and COVID-19 but reported that: *"Willowra Playgroup has remained open and has provided support for children and their families throughout this challenging time in community."*



The Willowra Early Childhood Reference Group (ECRG) doing some planning with World Vision staff

WETT support from the **Early Childhood Support Fund** enabled weekly Marlpa Jungu Jintangka meetings to be held in Yuendumu attended by a core group of between eight and 14 Yapa educators, Elders and caregivers. This committee is focused on providing a community voice and local expertise on early childhood matters in Yuendumu. Focused work on the group's purpose and governance led members prioritising Warlpiri governance approaches and deciding not to incorporate under the Office of the Registrar of Indigenous Corporations (ORIC). The committee has continued to provide other early childhood stakeholders with important information on Yapa views and priorities.

Warlpiri Language and Culture in Schools and Secondary School Support Programs

WETT funds **Language and Culture in Schools** through; country visits and elder payments, Warlpiri Triangle and Jinta Jarrimi professional development workshops, school vehicles, resource development and adapting the Australian curriculum for Warlpiri schools as part of the Warlpiri Theme Cycle Project. This program was assessed through the WETT Tracking and Learning trial in Yuendumu and Nyirrpri, which involved a participatory process of Yapa data collection, analysis and decision-making, and feedback to communities and other stakeholders. Key elements of the approach and findings are presented in the box below.

WETT Tracking and Learning trial highlights Language and Culture program progress in Yuendumu and Nyirrpri
Approach

- 10-day trial in Yuendumu and Nyirrpri in May 2021 supported by WETT AC members, CLC and the Institute (LTU)
- At least 16 Yapa were engaged and paid as community researchers to co-create the approach and collect data
- 18 Yapa community members and school stakeholders interviewed
- 2 data analysis and sense-making exercises - 1 each in Yuendumu and Nyirrpri

Findings

- 16 Yapa employed by the program in Yuendumu and 6 in Nyirrpri, plus Elders paid in both communities to support activities.
- 9 workshop events held involving 120 Elders, community members and school staff.
- Regular collaboration with over 10 external stakeholders (govt, NGOs, universities).
- New resources produced: 7 Warlpiri books, 2 phonics workbooks and 4 bingo games.
- Language and Culture in Schools activities highly valued by all respondents and underpinned by strong Yapa decision-making, respectful two-way relationships between Yapa and Kartiya, Kartiya learning language and culture.

Examples of suggested improvements

“Warlpiri classes more than one day a week. More Yapa staff, more male attendance.”
“Yapa and Kardiya working together. Community with elders.”

WETT AC Program Assessment

Yuendumu – Ngurtju (good), going well. Country visits going the right way and elder payments going well. To strengthen Yuendumu can invite Willowra on country visits and to cultural activities.

Nyirrpri – It’s going okay at the moment. Ngurtju (good). It has a strong base. With these new ideas – like involving men – it will make it even better.

WETT also supports **secondary education** in the Warlpiri communities and where Warlpiri students choose to attend boarding schools. During this period, 18 Warlpiri boarding school students were supported by WETT.

Actions and Recommendations

1. Use the new WETT map to confirm what Yapa want the Learning Centre Program to achieve, how best to deliver it and what information WETT needs to make informed funding decisions. This

could include looking at which elements of the program to stop funding and which are government responsibilities and therefore require government co-funding.

2. Following on from the action above, develop and implement a lobbying and advocacy strategy to secure complementary government funding for the Learning Centre program, and potentially the Youth Development program given it is also increasingly replacing government with WETT funding.
3. CLC staff have noted good progress and reports from the GGP evaluation. Recommend seeking approval from Kurra AC and GMAAAC to share outcome data and learnings as part of CD monitoring, which would assist their forward planning and decision-making.
4. Work with WYDAC to put in place monitoring and evaluation systems for WETT funded programs that align with WETT's TAL approach.

4.2. The Granites Mine Affected Area Aboriginal Corporation project (GMAAAC)

	\$13.04M funding allocated for 67 projects	149 Community and stakeholder engagements	42 Projects successfully completed	299 Aboriginal people employed
HIGHLIGHTS	<ul style="list-style-type: none"> • Strengthening governance through election transfer of authority to new GMAAAC directors. • Good community engagement, participation and valuing of sports and recreation projects for adults and youth. • Ongoing shift to longer-term planning and multi-year projects. 			

The GMAAAC project aims to deliver community benefit and development to nine communities in the Tanami region affected by the Granites Mine through: improving housing, health, education, employment and essential services; developing employment and training opportunities; and promoting Aboriginal self-management.

Figure 7: GMAAAC Funding Allocations

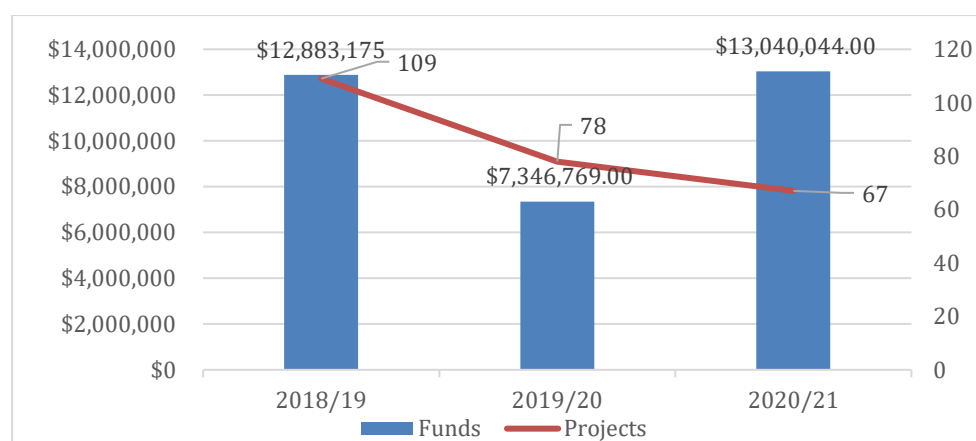
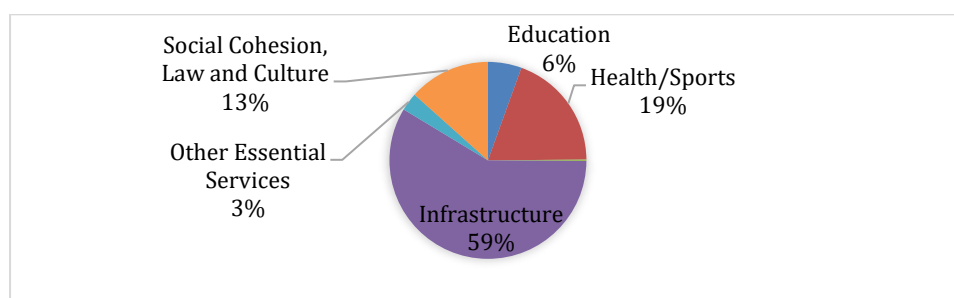


Figure 8: Funding Allocations by Objective 2020/21



GMAAAC's project funding allocation for projects was \$13m which was 56% more than 2019/20 but consistent with 2018/19. Several large infrastructure projects planned and scoped with GMAAAC committees over a few years were funded this period. The nine GMAAAC committees collectively approved 67 projects, down from 78 and 109 in 2019/20 and 2018/19 respectively. This indicates a deepening of financial investment per project, which may be linked to increased funding allocations (nearly 60%) to larger infrastructure projects, as mentioned above, plus multi-year program funding. GMAAAC CD staff supported 10 committee and community meetings and 48 stakeholder consultations

Summary of GMAAAC Consultations (#)

- ❖ GMAAAC Directors Meetings - 3
 - ❖ Committee/Community Meetings -10
 - ❖ Consults – 48
 - ❖ Stakeholder Meetings – 88
- TOTAL - 149**

GMAAAC Progress on Aboriginal engagement, ownership and control

There are signs of improved governance including the successful transfer of authority from outgoing to incoming GMAAAC directors. The handover between the 2017 and 2020 Directors demonstrated the ownership and importance the directors felt about their role. Feedback suggests this is significant because it is the first time there has been a formal handover. Another key output was the induction of the nine newly elected GMAAAC community committees and support to undertake planning and develop community goals and priorities. This builds on 10 years of relationship development and planning support by the CD program. Other signs of improved governance include strong accountability decisions made by GMAAAC committees and directors such as ceasing funding to projects which are not being managed appropriately with equitable community benefit.

GMAAAC Directors participated in the Good Governance Program with two joint meetings of the outgoing and incoming directors. These joint training sessions enabled the directors who had done two years of training to support new directors and to transition responsibilities. Directors highly valued the opportunity to work together, share knowledge and support each other. Bilingual training materials, Yapa concepts and language resources developed by the 2017 Directors supported this. Reflections of the directors at the March 2021 training clearly demonstrated deepening knowledge and understanding, as well as the positive impact of the GGP training.



GMAAAC Directors 2017-2019 with their Certificates of Achievement for completing the Good Governance Training, November 2020

GMAAAC Projects - Progress on delivering outcomes prioritised and valued by Aboriginal people

The largest number of projects completed during this period were focused on **Sport and Recreation**. This generated good community engagement and participation through sports events and competition for adults and youth. There is evidence that football competitions are valued by community members and engage mostly young men, but increasingly young women too. Reports noted a focus on capacity building, including skill development for men in 'competition, management and umpiring'. Similarly, other projects such as the School Sports Academy Program run by WANTA had strong participation with a total 1,221 separate student contacts. WANTA reports that it has provided programs in language, sought to understand specific needs for young people when providing youth engagement services, and addressed barriers through mentorship and role modelling.

Sport and recreation projects have also generated local employment, with over 26 people employed as casuals or as community engagement officers. There is evidence of skills and training provided to these employees. However, there were also challenges with sports activities limited by understaffing, a lack of consistency of staffing and the absence of youth development workers. Further, women's sports operational funds were only minimally expended indicating there was either limited or no women's sport competitions. In some communities there were also no female youth workers to support women's sport.

Several projects were completed that supported **Language, culture and social cohesion**. This included the printing of the second edition Darby book and the Northern Warlpiri IPA digital storybook in Yuendumu. This second project engaged 100 Warlpiri community members (51 Yapa employed casually) and provided informal training in content development, photo research, interview techniques and voice-overs. Similar efforts were made with the Language & Culture room archives involving over 27 cultural advisors, 10 archivists and six Yapa being trained in new archival software. A Yapa advisor employed by PAW Media noted, *"It is so important for the community and for our children to be able to access and learn at using these archives. They (children) will be able to see pictures and watch and listen to videos and music from our culture."*



Peter Japaljarri Tex and Simon Japangardi Fisher present archival footage of men's ceremony at the new PAW screening space.

There was also evidence of significant Yapa employment in PAW's video department operations, including part time Indigenous coordinator positions and 15 casual workers supporting short films, feature length films, documentaries, animations and live events. Local employees completed training in drone operation, stop motion animation and cinematography.

Several **Infrastructure projects** (including scoping) were reported on during this period, including completions of works on the United Pentecostal Church Fence in Yuelamu. Scoping work was finalised in Yuendumu for the Civic Centre and Yuendumu School Improvements. Reporting suggests these projects are giving Yapa agency in planning future developments in their community.

Other achievements noted were completed projects supporting **Music** development which have contributed to Yapa engagement, skills development, training and employment. There is also evidence of increased women's engagement in music through these projects. A **Community Transport** project has established the 'Xtra Mile Transport and Recovery service', which is a Yapa owned community transport enterprise. The project partner noted "Formal training for 10 prospective drivers and initiated a charter bus service and town [Yuendumu] service".

Actions and Recommendations

1. Continue to support the GGP training for directors and consider if and how this model can inform the development of committee member capacity.
2. Continue to support GMAAAC communities and committees to do deeper planning to set short, medium and long-term objectives and design staged, multi-year projects to meet these different needs.
3. Address the evidence gap that CLC staff have identified around GMAAAC by working with GMAAAC decision-makers to develop a tailored monitoring, evaluation and learning strategy for this major project. This should be informed by Yapa priorities and information needs, plus lessons from the GGP evaluation and the WETT TAL project.
4. Document the way the CD Program's partnership and network strategy is being applied to GMAAAC, including through a deep dive or case study.
5. To support GMAAAC's long-term sustainability CD staff have identified an action to bring GMAAAC directors more information about how other royalty corporations are investing their income and only funding projects through annual interest.

4.3. The Uluru-Kata Tjuta Rent Money Community Development Project (URM)

	\$1.02M funding allocated for 8 projects	18 Community and stakeholder engagements	12 Projects successfully completed	44 Aboriginal people employed
HIGHLIGHTS	<ul style="list-style-type: none"> • Good engagement with the 16-member URM regional working group who continue to plan and invest in projects supporting regional priorities. • Cultural and Bilingual Resource projects employed 32 Anangu and local advisors. • Good outputs from the ongoing work in Mutitjulu to support the community swimming pool. 			

The URM Project started in 2005 with the purpose of developing projects and planning for business enterprises to benefit the traditional owners of Uluru-Kata Tjuta National Park and the communities where they live. This includes communities in the south-west of the NT and the Anangu Pitjantjatjara Yankunytjatjara Lands of South Australia. Mutitjulu receives a portion of project funding each year and considerable project effort through its own planning process as many UKTNP traditional owners live there.

Figure 9: URM Funding Allocations

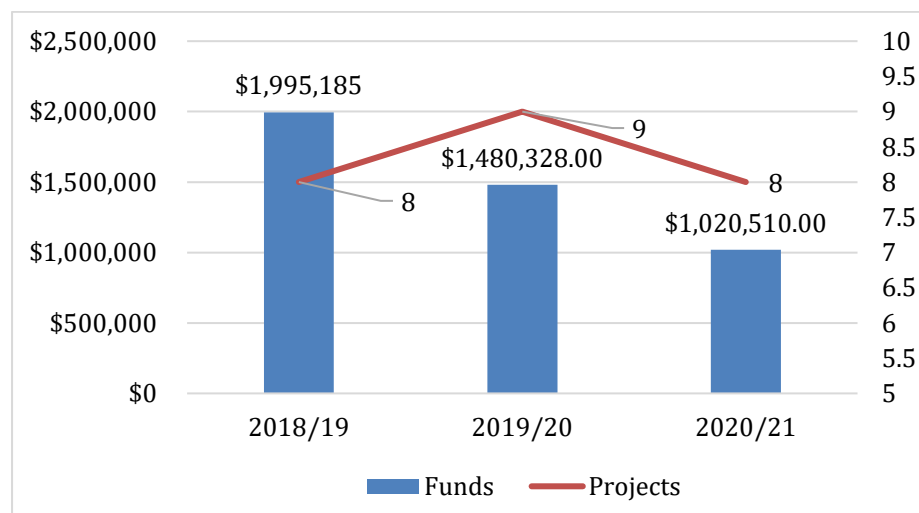
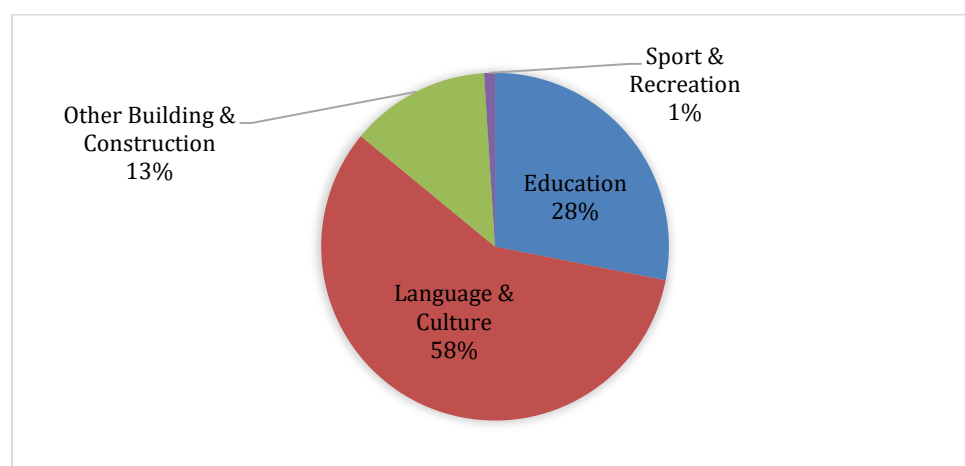


Figure 10: Funding Allocations by Objective 2020/21



URM Project funding allocations were just over \$1 million - a 31% decrease on 2019/20 and almost 50% less than 2018/19. The number of projects funded over the 3-year period has remained consistent although has decreased slightly due to COVID-19 impacts on URM income overall. Most allocations were for Language and Culture projects, and Education and Construction receiving the other significant portions. CLC convened one traditional owner meeting, six working group meetings and 11 community consultations and stakeholder meetings.

URM Progress on Aboriginal engagement, ownership and control

The 16-member regional URM Working Group continues to function well, planning and investing in projects that align with long-term priorities and community interests across the region. CD staff have reported improved engagement with the project with a substantial number of traditional owners sitting in on a regional URM working group meeting.

In terms of the long-running Mutitjulu Working Group, staff worked with members and sought input from Land Council delegates to identify options for reviewing membership processes and bringing younger people on board. Attempts to convene a community meeting have been unsuccessful, partly due to competing demands on people's time. CD staff have proposed spending more time in Mutitjulu and having informal small group discussions to identify potential working group members who can then be endorsed (possibly through a comprehensive community engagement process that does not require a formal public community meeting).

There have been some challenges bringing the Mutitjulu Pool Steering Committee together due to COVID-19 and travel restrictions. At the same time, members of this committee have expressed an interest in strengthening their governance capacity. The CD program has identified an opportunity to develop and deliver governance training for the Mutitjulu pool committee, the refreshed Mutitjulu Working Group and possibly other community organisations who may be interested.

Summary of URM Consultations (#)

- ❖ Traditional Owner Meetings – 1
- ❖ WG Meetings - 6
- ❖ Consults – 5
- ❖ Stakeholder Meetings – 6

TOTAL - 18

URM Projects - Progress on delivering outcomes prioritised and valued by Aboriginal people

During the reporting period, URM completed five **Infrastructure** projects. This included projects related to the Mutitjulu Pool's operations, plus scoping for the pool surrounds and operators' housing. Cemetery improvement projects were completed in Mutitjulu and Imanpa, with two locals employed on the Mutitjulu shelter project, but none in Imanpa due to community conflict.

Language, culture and social cohesion projects delivered a range of benefits mainly through the culture and bilingual resources initiatives delivered by Tangentyere Land and Learning and Ara Irititja. These projects employed more than 32 Anangu people across the participating communities.¹² Local cultural advisors were involved in producing seven bilingual resources and supporting multiple on-country trips that involved teaching traditional cultural practices. Feedback from school staff, linguists and community members have been positive with one Elder commenting on the resources developed:

¹² Anangu is the term used by members of several central Australian Aboriginal groups from the Western Desert to describe themselves.

“This book is good to teach our kids our language. They can see that it’s written in our language. It’s taught in our language so the kids can understand in our language. And it’s also..telling a story, uwa, it’s better these kids know our stories, our Tjukurpa stories, that’s why we want to do these books. It (the book) looks good and has big words. It’s a big book and it explains what the stories are about.”

Further work was done by Ara Irititja using the ‘Ara Winki No 1’ application. Educational language resources were printed from the app, including six new chapters, books and stories. The project report notes that, *“bilingual texts and other language materials such as the Ara Winki apps are attracting considerable attention in Anangu communities, organisations and educational bodies.”*



Mutitjulu primary students learning how to make traditional tools with Elsie Taylor and UKTNP ranger Wanatjura Patterson on a URM funded on country trip

Other key achievements were around youth **Education** through the NPY Boarding School Support Project. The project supported 11 Anangu students who were either interested in or attending boarding school. The project supported three students to successfully complete their Year 12 studies at interstate boarding schools. NPY reports note that the project was significantly impacted by COVID-19, with border closures and lockdowns restricting student and project support staff travel. However, the project supported parents, guardians and students to navigate issues caused by COVID-19 and advocated for changes to orientation and pre-boarding support for Anangu students. Reports indicate the project is well received by the communities with continuous referrals and a growing waiting list for student participants. The traditional owners of Uluru Kata Tjuta National Park and NPY jointly won an award for the project in May 2021 for ‘Excellence in Indigenous Education and Boarding Leadership’. The award recognises either individuals or organisations that have challenged common practice and are pursuing excellence to make a difference to the lives of their Indigenous boarders.

Action and Recommendations

1. Provide increased governance support to Mutitjulu with CLC staff to spend more time in the community working with community members to develop and implement a locally appropriate process to refresh Mutitjulu WG membership.
2. As part of the consultations for the action above, explore what aspects of 'governance' community members are interested in learning more about and how to support two-way governance training and development in line with the CD Framework's extended governance strategy.

4.4. Northern Territory Parks Rent Money Project

	\$2.2M funding allocated for 41 projects	160 Community and stakeholder engagements	13 Projects successfully completed	38 Aboriginal people employed
HIGHLIGHTS	<ul style="list-style-type: none"> • Deeper governance engagement and ownership with some parks groups, including for the Yeperenye Trail Project (see detailed case study), with traditional owners making decisions throughout the project cycle. • Completion of homeland upgrades by Traditional Owner groups in Old Station, Akanta, Red Sandhill, Burt Creek, Lingarra and Ewaninga. 			

This project, which started in 2010, works with the traditional owners of 16 national parks, conservation areas, historic reserves and nature parks across the CLC region to apply park rent for community benefit. The project aims to achieve this by working with each of the 16 groups to achieve broad ranging social, cultural and economic benefits.

Figure 11: NT Parks Funding Allocations

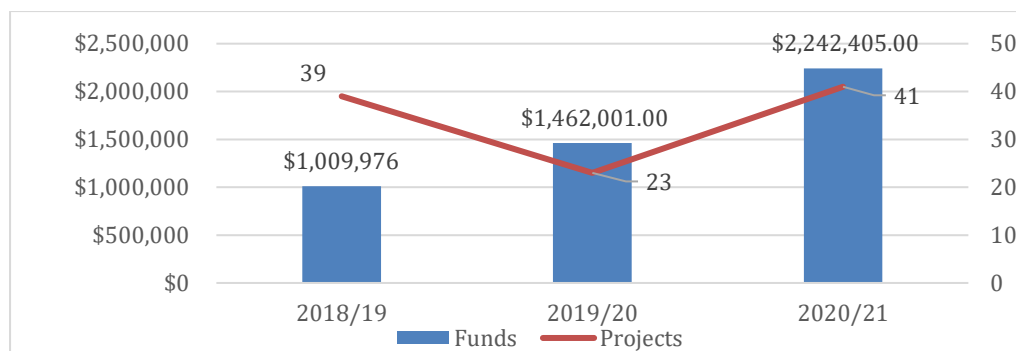
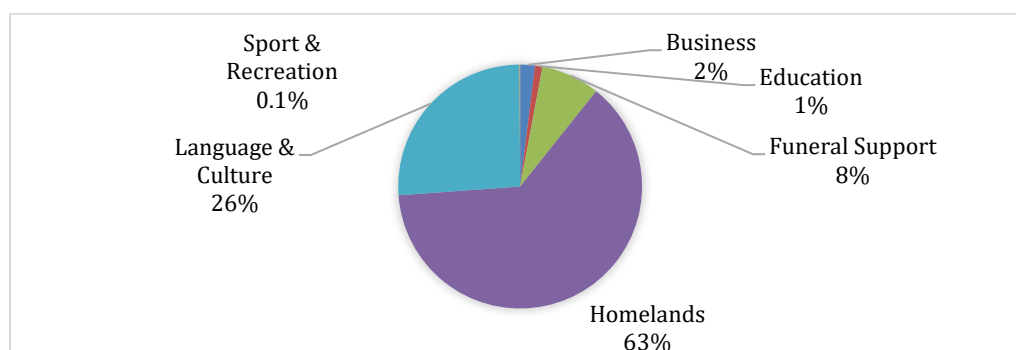


Figure 12: Funding Allocations by Objective 2020/21



NT Parks project funding allocations have continued to increase by around 40% over each of the last two years, with just over \$2.2m approved this year. The number of projects funded increased to 41 from 23 in the previous year. The majority of funding was allocated for Homeland projects (63%), with Language and Culture (26%) taking another large portion of the allocation. During this period the CD team conducted 160 consultations across the 16 traditional owner groups.

NTP Project Progress on Aboriginal engagement, ownership and control

As outlined in Section Three, the Yeperenye Trail case study demonstrates deeper governance work and results with the Emily and Jessie Gap National Park Traditional Owner group. Traditional owners were involved through all phases of the project and played a much more active role in problem solving and decision-making in its delivery. This contributed to strong community engagement, ownership and control, as well as solid local Aboriginal employment outcomes. One CD staff member observed a shift in control from Parks staff to traditional owners, with “Parks staff taking more of a back seat”, while also noting it was not yet clear whether this change would be sustained in future park joint management processes.

Summary of NTP Consultations (#)

- ❖ Traditional Owner Meetings – 6
- ❖ Working Group meetings – 20
- ❖ Community consultations – 112
- ❖ Stakeholder Meetings – 22

TOTAL - 160



Traditional Owners; (L-R) Ricky Lechleitner, Andrew Alice, Lynette Ellis, Anthony McMillan, Clem Alice and Theo Alice played an active role on the Yeperenye trail project

Continuing the trend reported in the last monitoring report period, there has been increased participation and voice of young people and women on some working groups. For example, Finke Gorge National Park working groups now include more young women, which has been supported by

CD staff respectfully promoting inclusion and working group members increasingly seeing the importance of having women involved. CD staff observe that female participants tend to be more focused on community issues, such as schools and education, which is starting to encourage a slight shift away from homeland infrastructure projects. CLC feedback suggests that the young women who are joining working groups come with skills and experience from their employment in community roles, therefore have the confidence to express their views in meetings. In another example, senior women are becoming more vocal in Karlu Karlu National Park discussions and advocating for projects to get elders teaching kids culture on country, rather than focusing on homeland infrastructure alone.

Some NT Parks groups were able to work through internal conflicts and elect more inclusive working groups that include representation from different family groups. These processes have been actively facilitated by CD staff who also note the additional time needed to work outside of meetings to resolve conflicts and find governance solutions.

NT Projects - Progress on delivering outcomes prioritised and valued by Aboriginal people

During this reporting period, the NT Parks Project employed 38 locals on casual employment who worked a combined total of 2,536 hours on construction projects. The majority of completed projects were on **Homelands** infrastructure. Notable projects completed included housing upgrades to homeland dwellings at Kaporilya and Williams Well and providing access to clean water at the Utyerrkiwe Homeland using income from the Arltunga Historical Reserve. Other homeland upgrades that were funded and completed by traditional owner groups across the region include:

- Finke Gorge NP upgrades to housing and fencing at Old Station and Akanta, as well as the construction of a boundary stock fence at Red Sandhill;
- Development of community meeting spaces by the Native Gap and Judbarra NP groups at Burt Creek and Lingarra respectively; and,
- Ewaninga NP communal shade area construction and removal of old cars from the area.



Aleasa Malbunka (L) and David Silvertan (R) from Finke Gorge worked with project partner Mob and Co to upgrade housing at the Kaporilya homeland

Around \$500,000 was spent in total for completion of these homelands' projects. Narrative reporting was limited, however, acquittal reports suggest projects were completed as per objectives. Information provided on the Kaporilya homeland upgrade for example, outlined refurbishment of kitchen living area in one house and shed refurbishment including air conditioning, insulation, window installation, floor coverings and replacing electrics completed with local employees working alongside contractor as part of the project. Feedback from the Lingarra project noted that: *"the whole community has benefitted from this project. The community members now have a shaded area where they can meet and it can also be used for funeral ceremonies"*. Similar positive feedback has been received from the Burt Creek project with the project partner reporting, *"The residents are happy with the outcome of the project... On a recent visit to the homeland, I have seen Burt Creek residents utilising this area along with Children's Ground staff"*.

The CD team is committed to collecting further feedback on the difference homeland projects make in Aboriginal peoples' lives both in terms of their engagement in delivering them and the resulting upgraded infrastructure. This builds on the insights that were gained from the Yeperenye Trail case study in section three of this report.

Actions and Recommendations

1. Building on the success of some NT Parks working groups in bringing in young people, especially young women, continue to support their engagement, voice and agency in meetings, and extend this approach to promote inclusion in other working groups.
2. Taking into account the scale of the NT Parks project, limited CD staff resource and limited income, continue to apply the CD Program's two emerging strategies where Aboriginal participants are committed to deeper work and it is judged likely to generate substantial outcomes.
3. Address the challenge identified in the Yeperenye Trail project of sustaining employment outcomes beyond the project cycle either by finding ways to support workers gain employment on other CD projects or by 'graduating' from the CD Program into other employment. CD staff have identified setting up a worker register and doing some work on education, training and employment pathways as specific actions to progress.

4.5. Community Lease Money Project

	\$864,000 funding allocated for 21 projects	202 Community and stakeholder engagements	17 Projects successfully completed	19 Aboriginal people employed
HIGHLIGHTS	<ul style="list-style-type: none"> • Evidence of strengthened governance with a high level of working group engagement and more inclusive participation, including younger women becoming more vocal. • Several community infrastructure upgrade projects were completed which generated some local Aboriginal employment. 			

The CLM Project works with money paid by third parties to traditional owners for leases over community land under section 19 of the NT Aboriginal Land Rights Act. It involves ongoing section 19 lease money and the remainder of the one-off five-year lease money paid by the Australian Government which followed the 2007-12 Northern Territory Emergency Response (NTER).

Figure 13: CLM Funding Allocations

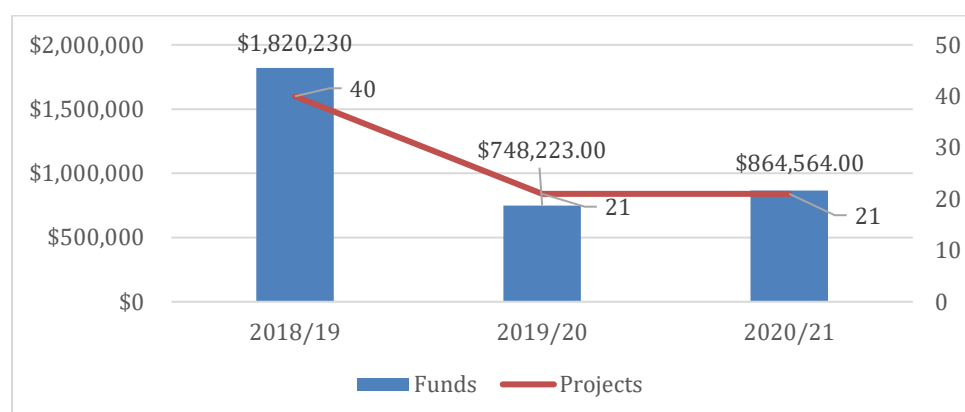
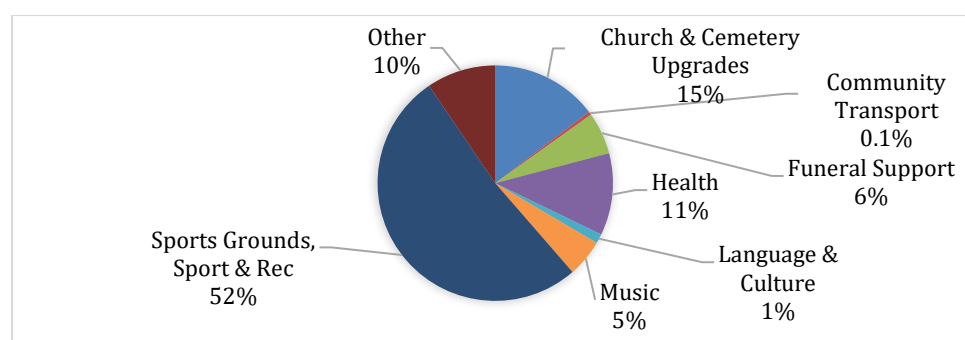


Figure 14: Funding Allocation by Objective 2020/21



CLM Project funding allocation for projects was approximately \$860,000 which is a slight increase on 2019/20, but still significantly less than the \$1.8 million allocated in 2018/19.¹³ There has been a similar decrease in project numbers – down from 40 in 2018/19 to 21 in the last two years. This partly reflects

¹³ Going back one more year to 2017/18 shows the CLM Project allocated \$783,328 to 34 projects that year. This suggests 2018/19 was an unusual year, with that year's monitoring report attributing the increased funding amount to three major sports infrastructure projects in Santa Teresa funded with saved five-year lease money.

a trend to fewer projects with a higher average dollar value. Most of the funding allocated was for Sports and Sportsgrounds (52%), with Church and Cemetery upgrades (15%) taking the other large portion of the allocation. Six of the funded projects during this period created a total of 1,656 hours of employment for 19 Aboriginal people. During this period the CLM program convened 202 consultations with WGs and communities.

CLM Progress on Aboriginal engagement, ownership and control

There is evidence of strengthened governance in some CLM working groups. Ntaria working group continued to work well with its mix of senior and younger members, with confident and experienced younger women in particular starting to influence priority setting and decision-making.

Several communities elected new working groups that staff reflected are more representative of communities, have a better gender balance and are more focused on community rather than family benefit. For example, Papunya community members decided to use 80% of lease money over the next three years for community projects and elected younger working group members who are passionate about improving Papunya. This was in the face of significant pressure from one community leader opposed to using income for community benefit and indicates more shared power and control over decision-making. In Nturiya, a new working group of four women and four men who are all resident in the community and focused on community development was elected, replacing the previous much larger group that sought to represent all families but could rarely achieve a meeting quorum. Similarly, Imanpa community members elected a new working group, which has a clear and cohesive vision for the community.

Summary of CLM Consultations (#)

- ❖ Working Group Meetings – 22
 - ❖ Community meetings – 39
 - ❖ Consultations - 102
 - ❖ Stakeholder Meetings – 39
- TOTAL - 202**

In contrast, a new 11-member traditional owner based working group was elected for Utju (Areyonga). This group is named Ntorrata, and its membership of TO's are not residents of Utju. The relatively small amount of lease money available has been doubled with funding from the Matched Funds Project. However, there may be future governance challenges given member aspirations to upgrade the homelands of all families involved and the limited money available. A second Utju Community Lease Money working group of community residents is also now receiving support through the Matched Funds Initiative. The membership of this group is predominantly the same as the original Utju CLM working group which planned projects with the five-year lease money.

In locations where key community leaders are less committed to community benefit, CD staff observe that while inclusive Aboriginal governance is challenging, progress is being made with comprehensive support from the CLC. In Engawala, for example, staff have continued to work with women outside of meetings to build their confidence to attend meetings, contribute their ideas and participate in making decisions.

CLM Projects - Progress on delivering outcomes prioritised and valued by Aboriginal people

The largest number of projects completed during this reporting period were related to Infrastructure work. Several community upgrades were completed:

- Church structure upgrades and fencing in Kalkarindji and Wilora;
- A Shed Renovation Project in Titjikala;
- Yuwalki and Desert Bore Homelands near Kintore with water tanks installed and maintained regularly; and,
- Church fencing and cemetery upgrades in Ntaria.

Reports on the Titjikala Shed project note there is now a high demand and regular usage of the venue from the community, including use for community meetings and social events. This project also supported 600 hours of local Aboriginal employment. Since project completion, two Aboriginal employees have transitioned into further employment within Titjikala, with one continuing with Catholic Care NT as an Activity Engagement Officer and another joining MacDonnell Regional Council as a civil worker.



Cameron Bloomfield (pictured left) working on the Tjitikala Community Shed that was opened by local CLM working group members (pictured right) in February 2021

Other key projects completed during this period were **Sports and Recreation** initiatives, such as completion of the basketball court and football oval lights maintenance in Santa Teresa, the installation of a football oval sign in Alekarenge and funding of the Laramba 2020 football player fees. Project completion reports indicate all projects completed successfully as per objectives and specification designs. The Santa Teresa project reports highlight the delivery of at least four weeks of casual local employment for the four local employees who worked on the projects. Similar to the NT Parks project, the CLM project may need to strengthen the tracking of the flow-on benefits from these infrastructure and sports and recreation projects, in order to better understand the extent to which benefits are sustained.

Other projects completed during this period focused on supporting **social cohesion** in communities, as well activities engaging women and youth. Some of the listed projects include:

- Back on Track Training Course;
- Titjikala Pukultu Inkanyi Choir Project; and,
- Sorry and Ceremony support project in Engawala.

The Back on Track training course in Alekarenge is helping to change attitudes and behaviours around alcohol, drugs and drink driving. The one-day course is compulsory for those who have lost their driving licenses and this year 10 residents completed it and earned their license back. Before the

working group invested \$4,000 in delivering the course in the community, residents had to travel to Alice Springs or Tennant Creek at their own expense. Other social support work included the Engawala Sorry and Ceremony Support project which provided funeral support to six families.

Some of the challenges identified by CD staff in relation to the CLM project are the ongoing issue of too few quality organisations willing and able to deliver projects, the growing issue of poor, limited or no water supply in some locations which is impacting people's ability to live well on their land as well as more directly negatively impacting the delivery of some projects, and the emerging issue of delivering the program as Matched Funds incentivise more groups to join, which may not be matched with adequate additional staff resourcing.

Actions and Recommendations

1. Draw on CD Program monitoring, evaluation and learning from the last 15 years to explore ways of addressing the lack of quality project partners, including the option of supporting Aboriginal groups to do long-term work around scoping, designing and gradually setting up new Aboriginal entities such as the Gurindji Corporation in Kalkarindji.
2. Continue work with CLC policy staff and Council on advocating to the NT Government on Aboriginal water rights and needs.
3. Like the NT Parks project, continue to apply the CD Program's two emerging strategies where Aboriginal participants are committed to deeper work and it is judged likely to generate substantial outcomes relative to investment.
4. Ensure MEL systems are in place to track and assess the combined benefit of lease income and matched funds, including understanding what difference the additional funding makes for who and why.

4.6. The Tanami Dialysis Project

The Tanami Dialysis project has been funded by three different CD income streams to support remote dialysis services for Warlpiri people. In 2007 the Kurra Aboriginal Corporation supported the establishment and operation of remote dialysis clinics in Yuendumu and Lajamanu, visits by the Purple Truck mobile dialysis service and patient support services. Kurra also allocated \$660,000 in 2019 to build a dialysis unit in Nyirrpi. GMAAAC committees have also contributed to dialysis services and support in Lajamanu, Nyirrpi and Willowra and the Yuelamu GMAAAC committee has set aside funds on an annual basis for the last three years to build a dialysis clinic. The Community Lease Money Project has also funded Kalkarindji patients to receive treatment in Lajamanu.

Since the introduction of a Medicare rebate for remote dialysis services in 2018, WDNWPT (Purple House) no longer needs Kurra or GMAAAC's support with existing dialysis unit running costs. However, both Kurra and GMAAAC continue to work with Purple House towards the establishment of dialysis clinics in Tanami communities including Nyirrpi, Yuelamu and Balgo.

4.7. Other projects

	\$1.2M funding allocated for 9 projects	57 Community and stakeholder engagements	42 Projects successfully completed	
HIGHLIGHTS	<ul style="list-style-type: none"> • Significant increase in funding and investment partly incentivised by the availability of Matched Funds. • Infrastructure upgrades completed at eight homelands. 			

This section reports the progress of 16 smaller CD projects that generally involve working with groups who have new or limited income streams. The CLC is working with 16 different Aboriginal groups who are using income from Indigenous Land Use Agreements (ILUA) for community benefit projects.

Figure 15: Other Projects Funding Allocations

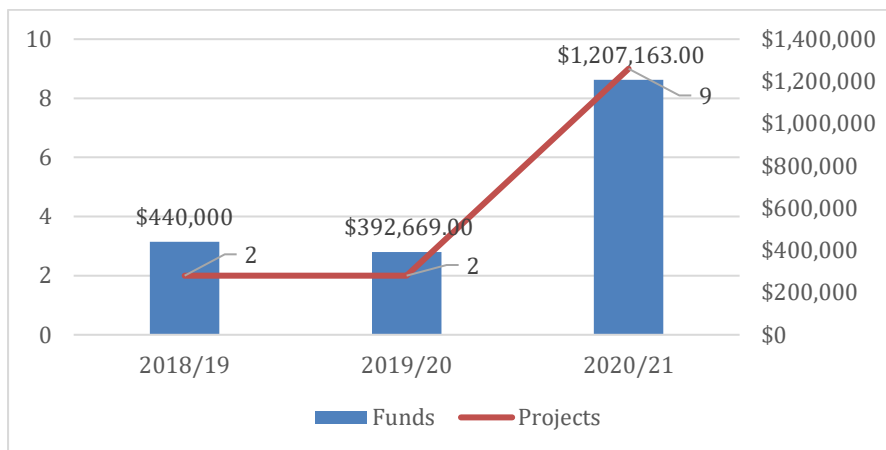
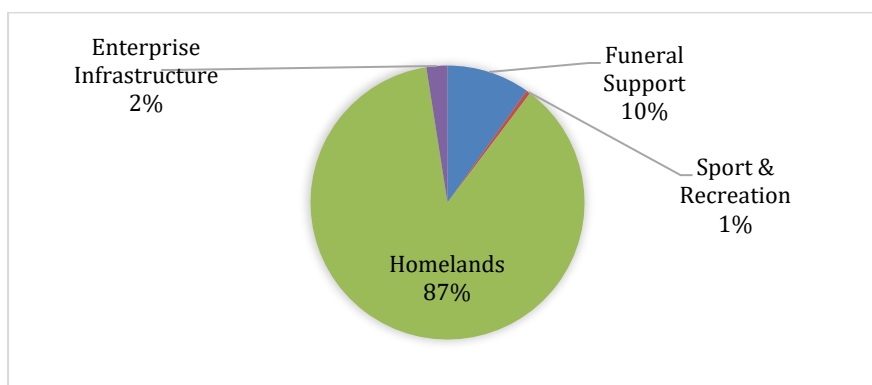


Figure 16: Funding Allocations by Objective 2020/21



During this reporting period, funding allocations for Other Projects increased significantly to \$1.2m, compared to \$392,000 in 2019/20 and \$440,000 in 2018/19. The number of projects funded across the 16 groups has also increased significantly from two to nine this year.

The traditional owners of Loves Creek, who receive income from leases and land use agreements, benefited from the completion of an infrastructure project as part of **Homelands** support. Eight outstations received various pieces of infrastructure from the Loves Creek Youth Camp site including accommodation blocks, ablution blocks, rainwater tanks, shipping containers, white goods, a generator and a reused kitchen. Funding allocations were also made for cattle **enterprise infrastructure** and for **sport and recreation** through the payment of football fees.



Relocated rainwater tanks, storage containers and a shade structure relocated from Loves Creek Youth Camp to Alyapere homeland and installed ready for use.

During this period the CLC again met with the Native Title holders affected by the proposed Nolan's Bore mine. It consulted with the smaller estate groups about committing some future income to community benefit projects. Of the five traditional owner groups that will receive income from the proposed Nolan's Bore development, two decided to allocate funds to community development.

The number of new groups working with the CD Program is expected to increase as the CLC continues to promote the program to groups negotiating exploration, mining and other land use agreements and offer incentives through the Matched Funds initiative outlined below. This will create additional workload and resourcing pressures, which the CLC will need to continue to manage to ensure the quality of the CD program isn't undermined by growing quantity groups opting in to the CD program.

CD staff have identified governance issues such as when groups appoint a working group to plan projects but require funding decisions be made by the full traditional owner group. While this approach promotes broader Aboriginal engagement, ownership and control in terms of the number of people involved, it slows the process down because the CLC's ability to convene multiple meetings and large traditional owner meetings is limited by the program resourcing. Staff identified that where groups have limited income there may still be a requirement for a deeper planning processes with numerous community engagements.

The Tanami Mine Affected Area Aboriginal Corporation (TMAAAC) was established by the Central Land Council in 2003 to receive affected area income generated from the Tanami Mine. There are six communities in the 'affected area' - Lajamanu, Yuendumu, Kalkarindji, Daguragu, Balgo and Ringer Soak. The mine has been out of operation for some time and TMAAAC is no longer receiving income, therefore in 2019 Corporation Directors decided to commence winding it up. TMAAAC's income was divided between the affected communities as per the TMAAAC rulebook. In this reporting period the CD Unit worked with each community to determine the governance arrangements for planning and

deciding on community benefit projects to be funded by TMAAAC. Now that the governance arrangements are in place project planning will commence in the next financial year.

Actions and Recommendations

1. More groups are opting to join the CD Program, particularly influenced by Matched Funding as evidenced in the significant jump in funding in 2020/21. The CLC needs to ensure it has the necessary resourcing and strategies in place to both scale up geographically and deliver a quality CD process, including doing more comprehensive work to generate stronger outcomes.

4.8. Matched Funds

The Central Land Council and the National Indigenous Australians Agency started this three-year trial in 2020, with the potential to extend it if successful. Over the trial period it will provide up to \$9 million in Aboriginals Benefit Account funding for groups that use new allocations from land use agreements for community-driven projects by matching their investments dollar-for-dollar (up to a capped amount). All communities and traditional owner groups with new income from land use agreements of between \$50,000 and \$150,000 per year are eligible to access matched funds.¹⁴ The CLC executive also resolved that the communities of Apatula (Finke) and Canteen Creek are also eligible for \$50,000 per year for three years from this initiative, even though they do not receive lease money because they are not on Aboriginal land.

During this reporting period 30 Aboriginal groups (six traditional owner groups and 24 communities) opted to participate in the trial and the \$2 million available for 2020/21 was fully allocated across the groups.¹⁵ While planning work is only just getting started in most cases, during this reporting period \$172,373 was allocated to specific projects.

Matched Funds discussions take place as part of meetings about Aboriginal income streams, therefore community engagements for this initiative are, in most cases, reported in the sections on CLM and Other projects. Matched Funds are generating more community engagement through these CD projects because CLC staff are attending land use agreement negotiation meetings to promote the initiative and Aboriginal groups are opting in thereby creating the need for further planning meetings. For example, community engagements for the Other Projects income stream increased from six in 2018/19 to 48 in 2020/21. CLM income stream engagements doubled in the past year as more communities chose to allocate income to community development.

¹⁴ In other words, a group that allocates \$50,000 of its own money each year for three years, will be matched with a total of \$150,000, while a group allocating \$150,000 per year can access up to \$450,000 over three years.

¹⁵ \$3m is available for 2021/22 and \$4m for 2022/23.

COMMUNITY DEVELOPMENT MATCHED FUNDS TRIAL IN PAPUNYA

The CD program has been working alongside Papunya residents since 2013 to allocate its initial five-year lease money and a small amount of ongoing community lease money. Between 2016 and 2019, Papunya traditional owners distributed most of their lease money to individuals rather than funding projects. In 2020, CLC offered Papunya a trial which would see the income the community allocates to projects matched dollar-for-dollar by the ABA via the NIAA, thus doubling Papunya's yearly income for community development projects for three years.

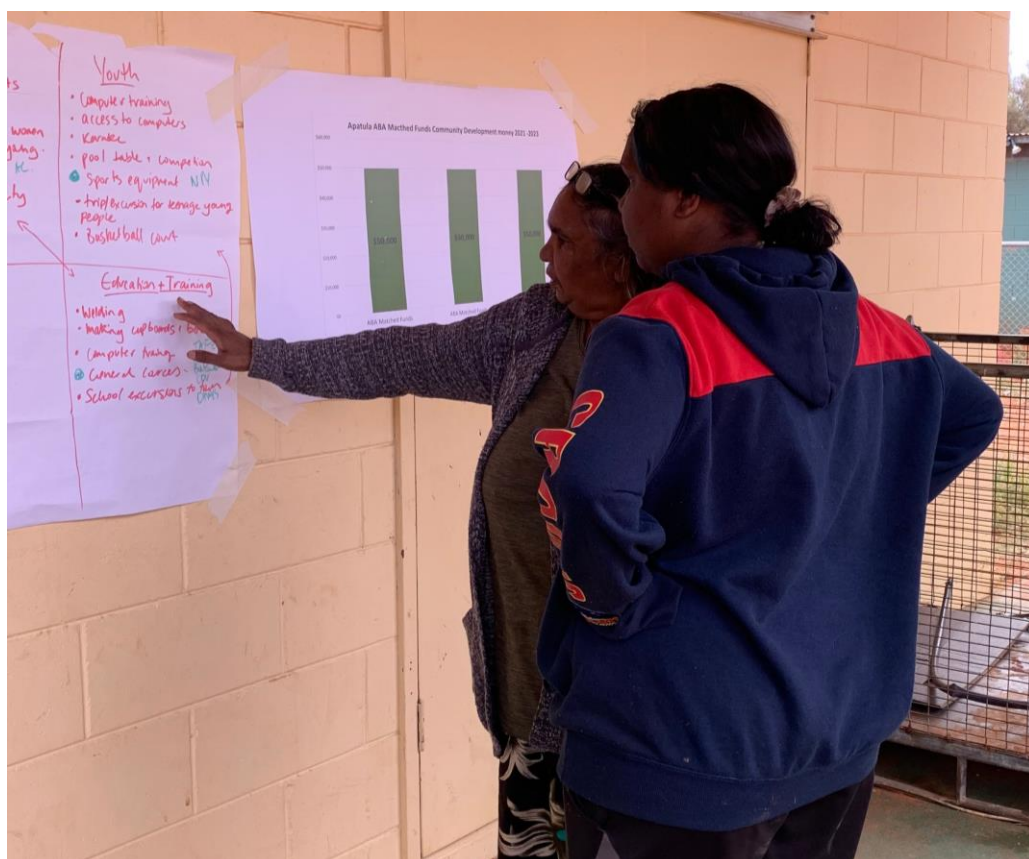
In October 2020 the residents and traditional owners of Papunya had a meeting and instructed the CLC on the next three years of their Community Lease Money income. Traditional owners decided to allocate 80% (approximately \$81,144 per year) of their income for community benefit projects through the CD Unit. This will give Papunya residents a combined yearly income for community development projects of approximately \$162,288.

Community members have confirmed the Matched Funds incentive was the main reason they set aside the majority of their community lease income for community benefit this time around. The clear explanation and visuals provided by CLC staff assisted in making this strong decision:

"There was a diagram and they explained it [Matched Funds]. I think it's good from the government to give us that money...because in our case it's a lot of money...we looked at it and we actually seen that it was a lot of money because we got it yearly for three years". (Papunya Working Group member)

As noted above, the Aputula community got its first opportunity to be involved in the CD program through matched funds with \$150,000 allocated for community projects over the next three years. In March 2021 Aputula took its first step in the CD process by setting up a diverse governance group that included young people and women. In May 2021 the working group had their first planning meeting to discuss community priorities and potential project partners.

"We been trying before and people said only CLC helps with community development. We looked at the CD news and we asked ourselves how come Finke don't have this. We happy now we are getting involved with community development." (Aputula Working Group member)



Jennifer Doolan from the Aputula Working Group presents CD project ideas to the community out the front of the store in May 2021

Atitjere funded three projects worth a total of \$140,000, with \$67,000 of this funding coming from the Matched Funds initiative. The community has a long-term aspiration to establish a dialysis clinic and allocated \$110,000 to WDNWPT Aboriginal Corporation to help progress it. The community also allocated funds to a series of country visits and a music program.

In addition to supporting direct project outcomes for Aboriginal people, this initiative aims to create a partnership between the CLC and NIAA around the CD program. This provides a significant opportunity for the CLC and NIAA to share lessons around the value and application of CD approaches, beyond applying them to Aboriginal land use payments. Aboriginal people have long called for government and other organisations to work more like the CD Program by genuinely sharing power and control with them over decisions and development initiatives that affect their lives. The CLC will need to consider how to apply its partnerships and lobbying and advocacy strategies to this new initiative in order to influence NIAA policy, programs and practice.

Recommendations

1. CD unit staff resourcing has increased during this reporting period to deliver this initiative, However, further resourcing may be needed to support the anticipated increasing community engagement and project management workload as more Aboriginal groups are incentivised to join the CD Program.
2. The Matched Funds initiative will need increased monitoring attention as it moves from establishment to implementation. This will need to be both aligned with the income streams it is matched to, as well as providing Aboriginal constituents, the Council and NIAA with clear information on what difference this project is making, for who and why. The specific action is

to finalise the MEL approach for this funding stream, with particular attention to ensuring the learning and accountability needs of all stakeholders are met, particularly Aboriginal Central Australians who continue to be the primary financial investors in the CD Program.

3. Engage NIAA in a discussion about how to maximise information sharing and learning around CD approaches, with a view to influencing broader NIAA policy, programming and practice beyond this initiative.

5. Discussion

1. Maximise opportunities for Aboriginal engagement, ownership and control, particularly in relation to the management of resources that belong to them

The program continued to make good progress in supporting Aboriginal engagement, ownership and control primarily for Aboriginal governance group members in relation to project planning and decision-making. A total of 432 discreet Aboriginal community engagements were delivered. More Aboriginal people are getting the opportunity for increased engagement, ownership and control through the establishment of new project governance groups.

More significantly, the quality and depth of Aboriginal engagement, ownership and control has continued in some of the long-term Aboriginal governance groups, through a combination of CLC support and Aboriginal people's investments in their own governance. For example, the CLC is supporting GMAAAC at the Director level through the GGP training and the GMAAAC committee level through more comprehensive planning support to set and work towards longer-term goals. The Director training, which also involves the Kurra Aboriginal Corporation, is building Director capacity to manage the financial investments of their corporations and induct new Directors, as well as being a significant source of pride.

WETT has also continued to invest in Warlpiri governance capacity and control, including through the WETT Tracking and Learning project. WETT decision-makers reflected that the TAL approach developed is helping them work towards their vision, communicate with and hold partners and non-Indigenous people to account, and do their own community research on WETT programs. It has also demonstrated the value of employing senior local Aboriginal people as team members and mentors. This has led the CLC to employ its first Warlpiri WETT advisor to provide guidance to the CLC WETT staff, which is a model the CLC is considering extending to GMAAAC and could be applied across the CD Program. In both these cases the additional work to progress this objective is largely being funded by GMAAAC and WETT from their own income. This may be a model the CD Program could suggest to other well-resourced Aboriginal governance groups, including the URM Regional and Mutitjulu Working Groups. However, it raises questions about how to extend this approach to groups with limited income.



Malkirdi Rose, Belinda Wayne and Glenda Wayne presenting WETT Tracking and Learning feedback to Yuendumu Community May 2021

The NT Parks Project Yeperenye Trail Case Study provides a different example of how the CD Program has worked to create more opportunities for Aboriginal engagement, ownership and control in this period. It also highlights effective implementation of the CD program's newer strategies, particularly partnerships and networks. Aboriginal working group members, traditional owners, cultural advisors and project employees were actively involved in decision-making, project management and the hand building of the remote track. In this case the additional work to regularly bring together a steering committee throughout the project was resourced by the CLC, with assistance from land management and Aboriginal employment unit staff. The CLC also used its partnership and network strategy to engage other stakeholders and support them to work in a way that maximised Aboriginal ownership and control. The CLC understands that working more intensively with Aboriginal people on fewer projects has the potential to deliver stronger progress towards this objective, but this must be balanced with the program's current intention to benefit as many Aboriginal people as possible.

The program continues to work to achieve more inclusive results in this objective area by involving more women and younger people in governance groups. The WETT, NT Parks and CLM Projects in particular are progressing from women and younger people being on governance groups, to these group members actively engaging with meeting content and contributing to planning and decision-making.

Based on the findings above and ideas identified by the CD team to extend Aboriginal engagement, ownership and control, and in addition the project specific recommendation throughout this report, the following program **recommendations** are made:

- Share information with Aboriginal groups about the governance work WETT, GMAAAC and Kurra are supporting to explore their interest in investing in their own capacity development, as well as exploring the potential for complementary government funding.
- Look for opportunities to extend the model of employing senior local Aboriginal people to advise and mentor CD projects and staff.
- Continue to apply a partnership and network approach in locations and projects where it is likely to add significant value around Aboriginal engagement, ownership and control.
- Consider setting up a local Aboriginal Advisory Group for the CD Program, in addition to the current external CD Reference Group, or extending the current group so it includes more local Aboriginal people.
- Revisit the four focus areas developed by CD staff in this period to extend the governance experience and capacity of Aboriginal people and identify which ones will be progressed in the next period. For each of the four areas – (1) continue to support Aboriginal groups to effectively govern their income, (2) further develop Aboriginal governance capacity through a comprehensive and intercultural approach, (3) increase the involvement of younger people, and (4) extend Aboriginal control of development beyond project working groups – specific actions have been identified, which can now be implemented.

2. Generate outcomes which benefit Aboriginal people and are valued by them, including social, cultural and economic outcomes.

This monitoring report focuses on the social, cultural and economic outcomes for Aboriginal people from completed projects, rather than those that have the potential or are in the early stages of delivering outcomes. There are clear signs that the program continues to deliver a range of benefits that are valued by Aboriginal people. Projects are giving Aboriginal people access to country and making their communities and homelands better places to live. This is supported by long-term investments by some Aboriginal groups - particularly GMAAAC, WETT and URM - in language and culture, education and training, youth development, employment support, health, sport and recreation initiatives.

The Yeperenye Trail case study, is a good example of the mix of social, cultural, economic (and environmental) benefits that can be achieved by one project, using the CD program's principles and strategies. Aboriginal leadership and new ideas and innovation, combined with strong Aboriginal governance, comprehensive project management and a partnership and network approach delivered good results. It also highlights the challenge in sustaining Aboriginal control and employment benefits once short-term projects like this one are completed. The CLC recognises the need to focus on education, training and employment pathways and giving attention to how Aboriginal program participants can 'graduate' into employment beyond the CD Program.

While there is room for further extending the program's employment outcomes, the 33% increase in the number of local Aboriginal people employed on CD projects this period as compared to last

was still a significant achievement. 627 Aboriginal people gained income and work experience in a diverse range of jobs, which is significant in the Central Australian context where employment opportunities continue to be limited.

Focused attention was not given to who benefitted and who missed out on project benefits this period. However, CD staff identified that with the focus shifting to meeting the needs of young people, older people may now be missing out. The extent to which this is happening and how it can be addressed should be explored.

Some of the other key challenges identified in relation to this objective, together with the CD Unit's proposed recommendations for addressing each challenge, include:

- **Gaps in outcome reporting** – there is not enough information being provided by project partners or collected by the CLC to fully understand the outcomes flowing to Aboriginal people from specific projects. This is particularly an issue for GMAAAC, which has a very large income and project load but limited outcome reporting, as well as URM, NT Parks and CLM.
 - **Recommendation** - the CD Program continues to support the development of tailored project MEL strategies like the Tracking and Learning (TAL) plan developed for WETT.
- **Balancing immediate and longer-term needs** – Aboriginal groups continue to work to balance their immediate needs with investing in initiatives that are more likely to deliver longer-term and sustained benefit.
 - **Recommendation** - For groups with large income streams, CLC staff propose linking them with Aboriginal corporations from other parts of Australia so they can hear how they have invested enough income to now deliver projects funded only from the interest.
- **Increased government cost-shifting** – CD staff have again identified that Aboriginal groups, particularly GMAAAC and WETT which are not eligible for matched funds, are increasingly funding community programs while government co-funding declines or dries up completely, particularly around education and youth programs. This is not a new issue for the CD Program, which has previously focused on supporting Aboriginal groups to analyse how best to design and finance projects that are arguably the responsibility of government.
 - **Recommendation** - Given this is emerging as a growing problem further work with Aboriginal people, the CLC and all three levels of government should be done to understand the issue and identify and trial new solutions. This is likely to require working in partnership with governments and other stakeholders to address.
- **Growing issue of limited quality project partners** – The ongoing problem of too few organisations willing and able to deliver quality projects (and report on them) is becoming more pronounced as the CD program continues to expand in size and complexity. Increasing mining royalties in the Tanami, and to a lesser extent the matched funds initiative in the East and South-West, are contributing to this.
 - **Recommendation** – Some Aboriginal groups want to deliver their own projects and the CLC has had some experience in supporting groups to plan and fund the establishment of their own corporation. Success in this area has been mixed and the Gurindji Corporation in Kalkarindji provides a good example of what it takes to achieve this, including ongoing support from other stakeholders through a partnership approach.

3. Build an evidence base for the CLC's community development approach and the value it has for contributing to Aboriginal capabilities.

The CLC continued to extend its monitoring, evaluation and learning (MEL) systems, in addition to annual data collection, analysis, informed program decision-making and reporting to Aboriginal people and other stakeholders. During this period the NIAA approved ABA funding to develop a new MEL strategy and for the CD unit's first MEL Coordinator position. This signals increased commitment, resourcing and capacity for the CLC to support a more evidence-based CD approach, as well as generating evidence that can be shared with others.

The CD Unit, the CD Reference Group, and Institute (LTU) researchers spent time analysing 10 years of program monitoring and evaluation data and findings in order to prepare a revised draft CLC CD Framework for the CLC Executive's consideration, plus a new CD MEL strategy. The new framework, while aligned with the previous one, seeks to deepen the CD approach through a refined set of principles and strategies that more explicitly seek to contribute to community level and systems change. A MEL strategy that will support the CLC to understand what is working, for who and why, in relation to each aspect of the framework (goal, objectives, principles, strategies, and project/community/system levels) has also been drafted.

Solid progress was made by WETT on its Tracking and Learning Project. WETT decision-makers value having the time, space and control over setting a clear vision and ways of working, determining their own evidence needs, and undertaking their own data collection in two communities and analysis in line with this. This is informing the finalisation of a WETT TAL approach in the second half of 2021.

Planning also started on longitudinal study that will be designed and trialled with Lajamanu community members. The intention is to co-develop an assessment approach that Yapa can use to support and track their aspirations for a good life for Warlpiri living in Lajamanu. On advice from the CD Reference group, a desk-top Lajamanu situational analysis by researchers from the Australian National University was commissioned to inform this work.

The Good Governance Project, which is being run by the CLC as a cross-section initiative, has an independent evaluator who attends the training sessions and facilitates Directors providing feedback to the trainers and the CLC, who then use this to make further adjustments and improvements. Although at this stage GGP evaluation reports are not publicly available, this is potentially another source of evidence the CLC can draw on to inform its Aboriginal governance capacity development approach.

Recommendations:

- Continue to work with Aboriginal people to trial a range of MEL approaches that build Aboriginal control and self-determination and support accountability, learning and improvement across different initiatives and levels.
- Promote the sharing of MEL learning from the different evaluative work currently being done for GGP and the CD Program.
- Finalise the draft MEL Strategy and seek resourcing to fully implement it, including where possible supporting tailored MEL approaches for major CD projects,

particularly those with extensive long-term aspirations and substantial income streams like GMAAAC.

4. Share lessons learned with other government and non-government agencies.

The CLC and its Aboriginal constituents want to share lessons about CD practice in order to influence government and other agencies to also work in ways that put Aboriginal people in the driver's seat of their own development. This goes well beyond simply promoting program achievements and leveraging additional funding, to sharing what does and doesn't work, for who and why in different contexts and locations.

While the program continues to have relatively limited resourcing to support networking, lobbying and advocacy it has made further progress on this objective this period. The NIAA approving the three-year Matched Funds initiative suggests CLC's previous work to share lessons with the Commonwealth Government on its CD approach has been effective in securing additional program funding. The Matched Funds initiative and its stated aim of creating a partnership between the CLC and NIAA on CD provides a significant opportunity to take this further by working to influence the way NIAA operates through its many policies, programs and practices. This will need a well-developed and resourced partnership approach.

In addition to NT based CD communities of practice (CoP), CLC CD staff actively participated in a Pacific – Indigenous MEL CoP convened by the Institute of Human Security and Social Change (La Trobe University). This included CLC staff and WETT AC members presenting on the WETT Tracking and Learning Project. This gave the CLC the opportunity to both share lessons with a diverse range of national and international NGO staff, as well as get input and ideas from this experienced group of development practitioners.

In the first half of 2021 CD staff presented at several forums. The Centre for Native Title Anthropology (CNTA) Annual Conference in Brisbane in February and a CNTA Workshop on Managing Trust Funds in Alice Springs in May, co-presenting with members of the WETT Advisory Committee. During these events the CLC has deepened its relationship with a number of Native Title representative bodies, especially Queensland South Native Title Services (QSNTS). CLC and QSNTS have been working together and sharing approaches on their development practice, with the intent to continue to build this relationship into the future.

6. Conclusions

The CD Program has continued to make good progress towards its four objectives, primarily around Aboriginal engagement, ownership and control, and the achievement of tangible outcomes valued by Aboriginal people. Interviews with Aboriginal key informants and project reports demonstrate that the program continues to be highly valued for the way it respectfully engages Aboriginal people in priority setting, decision-making and action. It is also valued for the diverse benefits it delivers across Central Australian communities, which continue to have significant needs not adequately met by government.

The extent to which the program can make a substantial contribution to Aboriginal controlled development and sustained development outcomes, continues to be constrained by the complex Central Australian context. This includes the way other stakeholders operate, which Aboriginal people generally identify as limiting their control and agency. The CLC and Aboriginal participants continue to

reflect on the program approach and ways to address such challenges and strengthen outcomes. Specific additional actions and recommendations identified by CLC staff as part of this year's monitoring process are included in this report.

Importantly, substantial work was done by the CLC this year informed by 10 years of monitoring, evaluation and learning (MEL), to develop a new CD Framework and MEL Strategy to guide the program approach for the next five years. The CLC recognises that the program has an opportunity to increase its outcomes by working more to shift the 'system' through an increased focus on partnerships and networks, and lobbying and advocacy. Tracking and learning around what works and the extent to which this strengthens program outcomes and impact will be important work for the CLC to take forward.

Appendix A – Monitoring Methodology

Monitoring focus and approach

Monitoring, evaluation and learning for the CLC Community Development Program was originally based on a traditional program approach. The underlying program assumption was that through building people's experience of and capacity with managing their own resources, Aboriginal people would derive immediate benefit, as well as the opportunity to expand their skills in decision-making and project control, and then apply these to other areas and activities in their lives. There was a further assumption that government and other stakeholders would see the obvious benefits of the community development process and therefore, in line with Aboriginal people's expectations, would come to adopt and utilise it more widely.

Monitoring and evaluation to date has shown that notwithstanding the consistent positive feedback from Aboriginal people about both the community development process and its benefits for them and their families, and the approach being taken up by other Aboriginal land councils, the use of this approach has not expanded in Central Australia - either to other activities governed through Aboriginal organisations nor to the ways of working of other stakeholders, including government. In fact, qualitative evidence suggests that many of the benefits of the community development process are being undermined by the ongoing disempowerment of Aboriginal people through the activities of other stakeholders and through the ongoing post-colonial complexity and challenges experienced in most locations.

In response, the Community Development Program is progressing towards a more sophisticated and comprehensive approach. As outlined in the new draft CLC Community Development Framework, the evolving approach uses multiple strategies, applied in different ways in different locations, to support change in communities and increasingly in the systems that surround those communities. This Monitoring report endeavours to provide a synthesis of information and data as per the approach and methods outlined in the new CD Unit MEL Strategy.

Purpose and objectives

The intention of the CD Program monitoring is to track change over time through quantitative and qualitative assessment. This year's monitoring continues to explore Aboriginal views on the CD program's achievements to date and what has contributed to them, as well as how the program needs to work in future to best support Aboriginal people. Information is drawn from a mixture of sources, including regular project reporting, community-based monitoring, staff reflections and, when available, independent evaluations of specific projects. Annual monitoring, including interviewing Aboriginal project participants, has been undertaken since 2010.

It has also sought to meet the following objectives:

- Provide comprehensive information for Aboriginal people, CLC and other stakeholders about the outcomes achieved (both intended and unintended outcomes) and what has supported or limited progress towards these outcomes.
- Provide Aboriginal people and CLC with timely information about how to further improve the Community Development Program and processes to ensure data is used to inform learning and program adaptations.
- Provide evidence that can demonstrate the value of the program to external audiences.

- Test the core assumptions of the CD Program, i.e. that community development applied consistently and through appropriate strategies will, over time, make a substantial contribution to Aboriginal peoples' control/self-determination of their development.

Data collection and Analysis

This year's monitoring drew on a combination of quantitative and qualitative data. Quantitative data were collected by the CD Unit on the amount of income allocated by groups, the number of projects funded and completed, and the number of community engagements by staff.

Qualitative data were collected through document review of project reports from organisations delivering funded projects, participatory staff reflective workshops facilitated by one of the report authors and key informant interviews. A case study was undertaken around a selected project to help develop a better understanding of how CD strategies are currently being effectively used and summarising finds to help the CD Program development and improvement.

Data analysis involved:

Review of CD Project data – quantitative data on CD Program activities

Collate information on CD program progress by CD project (where possible comparing to previous reporting period/s), including the following:

- Projects and funds allocated including:
 - Total number of projects across CD program and each regional project
 - Total funds allocation plus average dollar value by CD program and regional project
 - Breakdown in funding by objective area
 - Comparison of the above between CD projects and with recent years
 - Any ongoing trends or significant changes
- Data on Matched Funds - project numbers/funding allocation value/objective/region
- CD engagements
 - Numbers and breakdown by engagement type/stakeholder group
 - Comparison between projects and with recent years
- Aboriginal employment and training:
 - Numbers of people employed and number of hours
 - Numbers trained
 - Comparison across projects, years

Analysis of Sub-Project reports

Reviewed project reports and extracted/collated information (qualitative and quantitative) from them with a view to answering the questions below.

1. To what extent has this project contributed to increased Aboriginal engagement, ownership and control over the development of their communities, homelands and futures?

While this outcome links to the CD Program process, many funded projects also seek to increase Aboriginal control either in the way they're delivered or in the project focus. Include any detail from project reports that points to increased Aboriginal decision-making:

- within the project
- at the level of the community or homeland or region
- more broadly over the group's longer-term development future

2. To what extent has this project delivered development outcomes that are prioritised and valued by Aboriginal people, and make a meaningful and sustained difference in their lives, communities, homelands and futures?

- Detail on who/which groups value the outcomes and why
- Detail on which groups are benefitting and how, including participant numbers (disaggregated by gender/age). Also any references to groups that are missing out
- Highlight if a project has reached any disadvantaged or marginalised groups (kids, women, elderly, people living with a disability or health condition)

3. What explanation or information is there on why this project has been able to/failed to deliver in these two outcome areas?

- Any detail on what the partner thinks has contributed to these outcomes
- Evidence that the project partner is working to any of the CD program's four principles, if available
- Evidence that the project partner is using any of the CD program's four strategies, if available

The material from all sources was collated, analysed and presented in an interim report by independent consultants from La Trobe University. This analysis built on previous years' information and used the Program's four objectives as the framework. The interim report and draft analysis were further considered and analysed by CD Unit staff at a series of workshops facilitated by one of the consultants in November 2021. This contributed to the final analysis in this report.