



# CENTRAL LAND COUNCIL COMMUNITY DEVELOPMENT PROGRAM

Dr Danielle Campbell and Dr Linda Kelly  
Institute for Human Security and Social Change, La Trobe University

Monitoring Report  
July 2017 – June 2018

March 2019



Front cover image caption: Nyirpi GMAAAC Community Committee



## Contents

Acronyms .....	4
Executive Summary.....	5
Warlpiri Education and Training Trust (WETT) .....	5
Tanami Dialysis Project .....	6
The Granites Mine Affected Area Aboriginal Corporation Project (GMAAAC).....	6
The Uluru-Kata Tjuta Rent Money Community Development Project (URM).....	6
Northern Territory Parks Rent Money Project (NT Parks) .....	7
Community Lease Money Project (CLM) .....	7
Other Income Streams .....	7
Overall Findings.....	8
1. Introduction .....	8
2. Monitoring focus for 2017-18.....	11
3. Project Progress .....	12
Quantitative data on project allocations for each income stream.....	13
Analysis of quantitative data on projects funded by income stream .....	15
Location of 2017/18 CLC community development projects .....	16
3.1 The Warlpiri Education and Training Trust (WETT).....	17
WETT Governance.....	22
Jacob Spencer, Agnes Brown, Fiona Gibson and Kirsty-Anne Brown at the Nyirrpi WETT Advisory Committee election .....	23
Children and Families Program.....	23
Staff member Jessica Hargraves with Eremaea Gorey and Mikkalynn Woods at the Yuendumu Children and Families Centre, February 2018.....	25
Learning Community Centre Program .....	25
Warlpiri Youth Development Program .....	27
WYDAC Youth Development Program - Bush trip to Mission Creek – February 2018 .....	28
Warlpiri Language and Culture in Schools Program and Warlpiri Secondary School Support Program.....	29
Willowra school students learning about Watiya with the WETT Country Visit program 2017...30	
Other projects - Willowra Cultural Mapping Project .....	30
3.2 The Tanami Dialysis Project .....	31
3.3 The Granites Mine Affected Area Aboriginal Corporation Project (GMAAAC).....	33
GMAAAC Governance .....	36
GMAAAC Projects.....	39
Issues.....	40



3.4 The Uluru-Kata Tjuta Rent Money Community Development Project (URM).....	43
3.5 Northern Territory Parks Rent Money Project.....	47
3.6 Community Lease Money Project.....	53
Discussion of the CLM Project .....	67
3.7 Other projects .....	68
4. General discussion .....	70
CD Program objectives.....	70
Conclusions .....	77
Annex One: CLM Project Monitoring 2017/118 .....	78
Purpose of the monitoring.....	78
Sample.....	78
Questions .....	78
Interview Preamble and Consent .....	80
Annex Two: Staff reflections and reporting for 2017-18 .....	82
Annex Three: Public presentations related to community development work. ....	85



## Acronyms

AAMC	Aboriginal Associations Management Centre
ABA	Aboriginals Benefit Account
AC	Aboriginal Corporation
AFL NT	Australian Football League, Northern Territory
ALRA	Aboriginal Land Rights Act
BIITE	Bachelor Institute for Indigenous Tertiary Education
BUNT	Baptist Union of the Northern Territory
CAT	Centre for Appropriate Technology
CDRC	Central Desert Regional Council
CDU	Community Development Unit
CLA	Community Living Area
CLC	Central Land Council
CLM	Community Lease Money
GMAAAC	Granites Mine Affected Area Aboriginal Corporation
IPA	Indigenous Protected Area
KWB	Katherine West Health Board
MWG	Mutitjulu Working Group
NP	National Park
NT	Northern Territory
NTER	Northern Territory Emergency Response
TO	Traditional owners
UKTNP	Uluru – Kata Tjuta National Park
URM	Uluru-Kata Tjuta Rent Money Community Development Project
WDNWPT	Western Desert Nganampa Walytja Palyantjaku Tjutaku Aboriginal Corporation
WETT	Warlpiri Education and Training Trust
WETT AC	Warlpiri Education and Training Trust Advisory Committee
WOEDAC	Western Outstation Enterprise Development Aboriginal Corporation
WPKJ	Warlpiri-patu-kurlangu Jaru
WYDAC	Warlpiri Youth Development Aboriginal Corporation (Mt Theo)
YKNAC	Yapa- Kurlangu Ngurrara Aboriginal Corporation



## Executive Summary

The Central Land Council (CLC) is an Aboriginal organisation governed by a council of 90 elected Aboriginal members. In 2005 it created the Community Development (CD) Program and a Unit (CDU) to implement community development projects involving Aboriginal income flowing from land-use agreements, including royalties, rent, lease and compensation payments, plus affected area payments. The unit uses a community development process to work with groups and communities using locally appropriate governance processes. Its overall intent is to partner with Aboriginal people in processes that enable them to both maintain Aboriginal identity, language, culture and connection to country, as well as strengthen the capacity to participate in mainstream Australia and receive benefits around improved health, education and employment. In 2017/18 the CD Program supported Aboriginal people and their representative working groups to plan and allocate funding for 161 projects for a total value of \$17,812,905 – all projects and a brief overview of past and present results are listed in the next section.

The CLC undertakes annual monitoring and assessment of the quality and outcomes of its CD program. This is undertaken by staff from La Trobe University's Institute for Human Security and Social Change, who apply a mixed methodology including: an assessment of all the work areas and selected in-depth reviews of various projects and with different Aboriginal communities. For this year's assessment, the monitoring focus is on the Community Lease Money Project with attention given to three participating communities – Ntaria, Titjikala and Alpururulam.

The CD Program is currently implemented through six major projects each with numerous sub programs and projects, as well as eight newer/smaller initiatives. Each project has tailored management arrangements, decision-making models and implementation processes. However, all the projects are characterised by the nature of the funding, which comes from Aboriginal peoples' own money and the fact that they focus on achieving outcomes sought by Aboriginal people. In addition, all the projects are governed by Aboriginal decision-making bodies.

## Warlpiri Education and Training Trust (WETT)

The Kurra WETT Directors approved \$6,692,721 for 14 projects. Strong progress was made in implementing many of the recommendations from the 2017 WETT review, by Ninti One Limited, recommendations. WETT governance was enhanced through the election of new Warlpiri members onto the WETT Advisory Committee (AC), and the more deliberate involvement of WETT AC members in partnership management and government advocacy and lobbying.

Despite some implementation challenges, WETT's large Youth Development and Learning Centre programs continued to provide extensive opportunities for formal and informal learning, Warlpiri employment and leadership development, plus youth diversion. Ongoing and new initiatives in language and culture in schools are a source of pride and strength for Warlpiri people and secondary school support continues to provide benefits. Finally, WETT has renewed its support for early childhood and family support in each of the communities, but further work is needed to strengthen this initiative.



### **Tanami Dialysis Project**

In 2017/18, \$501,739 was allocated to the existing dialysis services in the Tanami, which is now also well supported by ongoing Commonwealth Government funding for operating costs. A feasibility study on establishing a new dialysis service in Balgo, Western Australia, was also funded, reflecting the high value Warlpiri continue to place on the provision of remote dialysis. This project, through its very capable Aboriginal managing partner (Western Desert Nganampa Walytja Palyantjaku Tjutaku Aboriginal Corporation) continues to deliver substantial benefits to patients and their families both in remote locations and urban centres.

### **The Granites Mine Affected Area Aboriginal Corporation Project (GMAAAC)**

GMAAAC is now the largest income stream and project management load supported by the CD program. 71 new projects were planned and funded in this period by nine community committees with a combined total value of \$6,667,396. The CLC has proactively worked with these committees to set priorities to be addressed over the three-year tenure of these committees. There has been some movement towards committees funding larger, multi-year projects. These have primarily focused on initiatives to support young people.

GMAAAC projects have included the creation of many local employment opportunities that would otherwise not have existed, and some partners are delivering good outcomes in this area. GMAAAC committees continue to address important social issues and aspirations, including a mediation project in Willowra and a number of projects designed to benefit women.

The challenges that flow from GMAAAC's size and increasing complexity require further attention. The CLC, GMAAAC directors and community committees have taken some important steps here. But the volume of projects, together with partner organisation issues, suggest that it may be time for more substantial change. CDU staff, who continue to skilfully facilitate the CD process in this very challenging project context, will need concentrated time and space to properly work through the various options.

### **The Uluru-Kata Tjuta Rent Money Community Development Project (URM)**

In 2017/18, \$1,486,136 was allocated to both regional education and culture projects and education, culture and sports projects in Mutitjulu. A focus on longer-term, regional projects in key areas that have the potential to generate benefits for more people, is now well established. While the Mutitjulu Working Group continues to show governance capabilities, and is a strong advocate for the CD process, there are signs the much newer regional URM Working Group is developing in the same way. This is significant given it is a representative group for the URM region, therefore it works for many more people, living in different communities across a large geographical area.

Language and culture projects are highly valued, with a new app - designed to help teach Anangu children and young people language and culture - being developed. The Mutitjulu pool project, also continues to deliver benefits. Further, reports and feedback indicate that people are proud of what they are achieving and that they continue to be actively involved in managing the Mutitjulu pool.



Maximising local employment at the pool continues to be a priority and while there has been some limited progress, this needs more attention from the pool operator, the working group and the CDU.

### Northern Territory Parks Rent Money Project (NT Parks)

20 projects were planned and funded for a combined total of \$1,109,251 across the 16 national parks involved. Similar to last year's findings, there are a range of projects being delivered that people are satisfied with and that are delivering tangible benefits. These include homeland upgrades that employ local people in construction, and on completion enable more people to spend more time on their country. In some cases, groups are working patiently over time with limited income to lay the basis for future homeland enterprises such as cultural tourism.

The relatively low amounts of money available for most parks is limiting the potential for longer term or larger scale development. Park traditional owner groups dividing into sub or family-level groups for planning and decision-making further exacerbates this issue as money is divided again between sub-groups. On the other hand, more localised governance is clearly valued by some Aboriginal people who prefer to work with family, and family-level governance is also unavoidable where there is entrenched conflict within a group.

### Community Lease Money Project (CLM)

The Community Lease Money Project, working across 31 communities, saw \$783,328 allocated to 34 new projects in the 12-month reporting period. Communities are allocating funds to a broad range of often low-cost activities, including sport and recreation, building and construction, church support and education. There has been a significant decline in the number of vehicles being purchased as part of community transport initiatives, previously a major issue for CLM.

Some additional monitoring was done in three of the 31 communities for 2017/18. Interviews with a small sample of working group and community members in Ntaria, Alpururulam and Titjikala demonstrated that overall people in these places understand and value the process and outcomes that have been achieved. Ntaria respondents, in particular, experienced the process as positive, with people expressing pride and an increased sense of their own capacity to drive development in their community. This is a strong indication of good development practice. It points to the importance of groups having enough money to work with to effect change, and comprehensive, regular quality engagement by CD staff.

### Other Income Streams

Across the eight smaller and/or newer projects the CDU administers under 'other income streams', five groups progressed planning in this period. Four groups went on to fund a total of six projects worth \$572,334. Most of these were focused on homeland upgrades. The CLC continues to offer the CD option to groups with new small income streams, which is often as a result of exploration compensation, on the understanding this may be followed by much larger royalties in future. This



considered strategy may need review in light of the CDU's large current and projected increasing workload, given operational resources are finite.

## *Overall Findings*

The CD program continues to be strongly supported by the many Aboriginal people who are actively involved with it. There are many development initiatives delivered under the CD Program that Aboriginal people highly value. The CLC's CD approach is understood and supported by participants, and evidence shows that it is delivering both process and tangible project outcomes. A key factor in this are the skilled, long-term CD staff with established relationships and an understanding of the context, who can engage effectively with Aboriginal groups over time.

Continuing interest and demand from new Aboriginal groups, often with only small income streams, signals that Aboriginal people in Central Australia are opting in to the approach. The CLC has also effectively influenced other organisations to adopt its CD model, including the Northern Land Council (NLC), this suggests benefits are now being generated beyond the CLC region.

All indications are that the CD Program is likely to continue to grow beyond its current significant size. It is also increasing in complexity, with large income streams, plans for more complex projects and a limited supply of capable project partners willing and able to deliver in line with Aboriginal expectations.

In this context, it is not clear that the CDU, as well as other sections of the CLC, are currently adequately resourced to ensure the program continues to deliver quality outcomes. To avoid being spread too thin, additional resources and more diversification in staffing may be needed. The monitoring suggests that, in addition to increasing staff resources, it may be time to reconsider the program's ability to deliver quality development outcomes to small groups who have little money.

The CDU continues to proactively work to find solutions to the ongoing challenge of a limited supply of capable project partners. However, it may be time to consider a new model for project implementation such as working to set up a new Aboriginal owned development entity that could, over time, become another capable project partner Aboriginal groups could consider engaging to deliver their projects.

The CDU has identified the need to review and strengthen its current Monitoring and Evaluation strategy. Additional, largely in-house, resources will likely be needed in order to extend the CDU's established practice of continuous improvement based on the views and feedback of Aboriginal people.

## **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 has been operating for nearly 40 years, working with Aboriginal people to support them to achieve recognition of land and native title rights. The CLC



also supports Aboriginal people to manage land and to negotiate agreements with others seeking to use their land, which includes payment of rent and royalties to traditional owners.

In 2005 the CLC created the Community Development Unit (CDU) to lead the development and implementation of the CLC CD program. This involves implementing community development projects involving Aboriginal rent and royalties from land-use agreements and affected area payments. The CDU utilises the CLC Community Development Framework, which articulates community development goals, principles and processes for the CLC.<sup>1</sup> Other sections of the CLC are also involved in supporting the CD Program in areas such as legal, finance, regional services, policy, the Aboriginal Associations Management Centre, anthropology and mining.

The overall intention of the CLC's community development approach 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.

This report outlines the monitoring and assessment of progress for the work of the CD Program with Aboriginal communities in 2017/18. It builds upon previous annual reports since 2009.

### *Context and CLC approach*

The CDU's approach is based on development principles and assumes that improvements in the well-being of people in remote Aboriginal communities will only be achieved through partnerships with those communities based on mutual respect. The CLC community development approach is characterised by a focus on community ownership, Aboriginal control, trust-based relationships, respect for local values and processes, and an understanding of cultural differences.

Drawing on the resources provided by Aboriginal groups and communities, that is through projects undertaken with royalty, rent and affected area money, and with Aboriginal leadership and governance arrangements, the CD Program works through various projects to support Aboriginal people. The overarching goal of the work is that Aboriginal people will be strong and resilient and able to live well in both the remote Aboriginal context and mainstream Australian society.

There are 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.

---

<sup>1</sup> For details about the CLC Community Development Framework see [http://www.clc.org.au/files/pdf/The\\_CLCs\\_Community\\_Development\\_framework.pdf](http://www.clc.org.au/files/pdf/The_CLCs_Community_Development_framework.pdf)



### *Box 1. Community Development Principles*

A number of principles or norms underpin CLC's community development work across the organisation.

#### *Social justice*

Supporting Aboriginal groups to assert their human rights and have their basic needs met.

#### *Self-reliance*

Building strong, resilient and independent regions, communities and outstations.

#### *Equity*

Changing power relations that marginalise people and sharing power within groups as well as between groups and outsiders so that outcomes accrue to all members of the group including the marginalised.

#### *Learning*

Recognising the skills, knowledge and expertise that people contribute and develop by taking action to address issues and drive change.

#### *Co-operation*

Working well together, based on mutual respect of diverse cultures and contributions.

The CD Program is currently implemented through six major projects each with numerous sub programs and projects, as well as eight newer/smaller initiatives. Each project has tailored management arrangements, decision-making models and implementation processes. However, all the projects are characterised by the nature of the funding, which comes from Aboriginal peoples' own money and the fact that they focus on achieving outcomes sought by Aboriginal people. In addition, all the projects are governed by Aboriginal decision-making bodies.

The projects include the following:

- The Warlpiri Education and Training Trust Project (WETT)
- The Tanami Dialysis Project
- The Uluru-Kata Tjuta Rent Money Community Development Project (URM)
- The Granites Mine Affected Area Aboriginal Corporation Project (GMAAAC)
- The Northern Territory Parks Rent Money Project (NT Parks)
- The Community Lease Money Project, and
- Other smaller/newer projects including: Rover CD Project, Wangarri-Kari CD Project, Nolan's Bore CD Project, Twin Bonanza CD Project, Loves Creek Project, WOEDAC Project, Yuendumu Roadworks Compensation Project and Kurtinja CD Project.

**Table 1: 2017/18 Community Development Projects**

Project	Purpose
Uluru Rent Money (URM) Project	<i>Use rent paid to relevant traditional owners towards a range of sustainable initiatives</i>
Warlpiri Education and Training Trust (WETT) Project	<i>Use mining royalties for sustainable education and training benefits</i>
The Tanami Dialysis Project	<i>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</i>
Granites Mine Affected Area Aboriginal Corporation (GMAAAC) Project	<i>Support nine communities to apply 'affected area' monies from mining towards broad community benefit activities</i>
NT Parks Rent Money Project (NT Parks)	<i>Use rent paid to relevant traditional owners towards a range of sustainable initiatives</i>
Community Lease Money Project (CLM)	<i>Use rent paid for community leases for a diverse range of development activities</i>
Other projects	<i>Use new and smaller payments linked mostly to mining and exploration for a variety of community benefit projects</i>

The CLC has a dedicated CD Unit, which has primarily responsibility for delivering the CD Program, but it relies on support and inputs from most other sections of the CLC. During 2017/18 the Unit had a staff of 14, including one manager, three senior staff, eight CD officers and two contract management/administrative staff. Eight of these staff are funded by the Aboriginals Benefit Account as part of the CLC's core operating budget, three by the Warlpiri Education and Training Trust, two by GMAAAC and one by Newmont Asia Pacific. This complementary funding model and mix of funding sources supports the sustainability of the operating model. Other CLC sections provide critical support to the Program, such as Mining - identifying upcoming mine developments and future income streams, Anthropology - advising on traditional ownership and doing sacred site clearances, and Legal - providing advice and preparing funding agreements.



*Senior Community Development Officer Katie Allen and Imanpa Working Group members Maria Coulthard and David Wongway presenting to the CLC full council meeting, November 2017*



## 2. Monitoring focus for 2017-18

The intention of the CD Program monitoring is to track change over time through quantitative and qualitative assessment. Information is generally drawn from a mixture of sources including regular project reporting, community-based monitoring, staff reflections and, when available, independent evaluations of specific projects.<sup>2</sup> This approach has been in place since 2009 when the CLC started formally monitoring and evaluating its CD Program.

In addition, each year particular projects or areas of work are selected for additional attention. This involves focused research in some locations, through interviews and observations by an independent consultant with expertise in research in Aboriginal communities. Consistent with the CDU's objective to promote Aboriginal voice and control, this method seeks to encourage Aboriginal people to speak freely about the extent to which benefits have been achieved, their project experience and views of working with the CLC, and their ideas about how the work could be strengthened.

For this period additional monitoring focused on the Community Lease Money Project, which has been operating since 2012, involves 31 communities and the allocation of large amounts of Aboriginal money, and has therefore taken considerable CDU time and attention. The CLM Project was last assessed in detail as part of the monitoring process in 2014.

This year's monitoring sought to follow-up in two of the six 2014 focus communities – Titjikala and Ntaria plus assess the project for the first time in the very remote community of Alpururulam.<sup>3</sup> The focus was on assessing community benefits and improvements in governance processes, with particular attention to any significant changes in Titjikala and Ntaria since 2014. Annex One outlines the detailed methodology developed for these three locations.

Information regarding all other projects for this period is drawn from project reporting, staff reports (see Annex Two) and other available quantitative data.

## Analysis

The material from all sources was collated, initially analysed and presented in an interim report by independent consultants from La Trobe University.<sup>4</sup> This analysis built on previous years' information. The CD Program's four objectives provided the analysis framework. The interim report and initial analysis were further considered and analysed by CDU staff at a two-day workshop facilitated by one of the consultants in February 2019. This contributed to the final analysis in this report.

## 3. Project Progress

This section looks at the overall CD Program, in terms of numbers, the value of projects funded by

---

<sup>2</sup> No independent evaluations were conducted in the 2017-18 period.

<sup>3</sup> Limited funding was available for monitoring in this period, which meant interviews could only be completed in three locations in a limited number of days.

<sup>4</sup> Dr Linda Kelly and Dr Danielle Campbell.

each income stream, and the location of funded projects in 2017/18. It details the progress of each income stream, based on an analysis of quantitative and qualitative data.

### Quantitative data on project allocations for each income stream

Money approved for community benefit initiatives through all the projects in 2017-18 totalled \$17,812,905 as detailed in Table 2 and Figure 1.<sup>5</sup> This compares to \$16,946,875 allocated in 2016/17. This indicates that the trend of annual increasing allocations by Aboriginal people of their own resources for community benefit has continued this year.

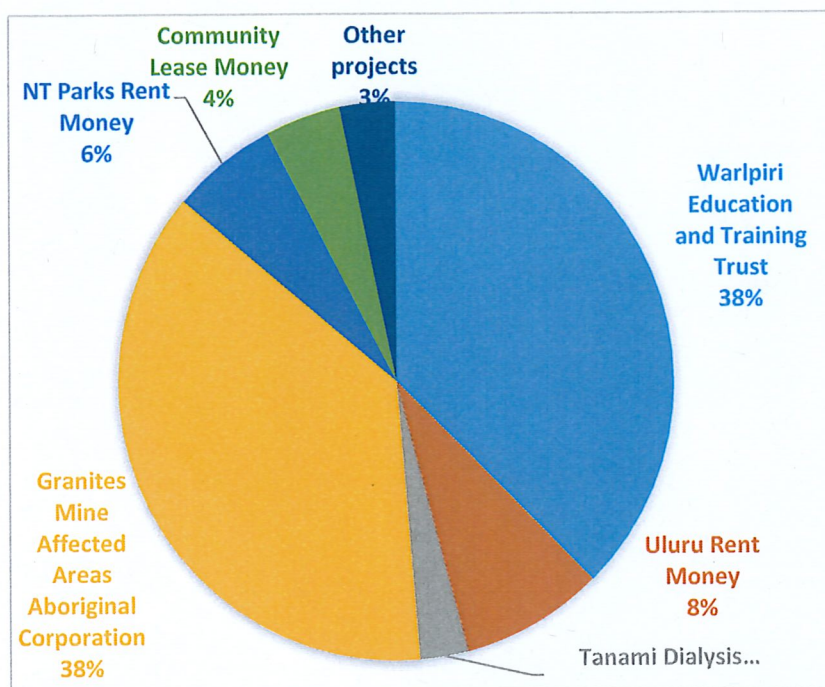
*Table 2: 2017/18 Approved projects and funding (in \$s) for each Income Stream*

Income Stream	Value (in \$s)	Projects
Uluru Rent Money (URM) Project	\$1,486,136	11
Warlpiri Education and Training Trust (WETT) Project	\$6,692,721	14
The Tanami Dialysis Project	\$501,739	4
Granites Mine Affected Area Aboriginal Corporation (GMAAAC) Project	\$6,667,396	71
NT Parks Rent Money Project (NT Parks)	\$1,109,251	20
Community Lease Money Project (CLM)	\$783,328	34
Other projects	\$572,334	6
<b>Total</b>	<b>\$17,812,905</b>	<b>160</b>

<sup>5</sup> There are some minor differences between the figures presented here and those in the CLC 2017/18 Annual Report. In most cases the figures by income stream are slightly lower in the annual report, although in the case of the NT Parks Project they are slightly higher. CDU staff attribute this to inaccuracies in the figures in the annual report due to data entry errors. The overall difference is minor with the total \$ value of projects funded in the annual report listed as \$17,754,648 as compared with \$17,812,905 in this report.



Figure 1: Funding for approved projects by Income Stream 2017/18



These figures show that the majority of funds, and projects, are being allocated through the WETT and GMAAAC projects, both of which operate in the four major communities in the Tanami region (Lajamanu, Yuendumu, Nyirrpi and Willowra). These two projects account for the bulk of expenditure and project workload. GMAAAC and WETT account for 75% of the \$17,812,905 that was allocated to 85 projects. Of these 85 projects, 71 were funded by GMAAAC and 14 by WETT, highlighting the significant difference between the way these two projects are working across a similar set of communities. WETT primarily supports projects in four Warlpiri communities (Yuendumu, Willowra, Nyirrpi and Lajamanu), while GMAAAC services these four plus five additional smaller communities (Yuelamu, Tanami Downs, Ringers Soak, Balgo and Billiluna). GMAAAC's work with extra communities does not account for the substantially higher number of projects. Rather GMAAAC is funding many more lower dollar value projects than WETT. The average value of each project is lower for GMAAAC (\$93,907) than it is for WETT (\$478,052).

This compares with the following average project value: the URM Project, \$135,103; Tanami Dialysis, \$125,434; NT Parks, \$55,463; CLM, \$23,039; and other projects, \$95,389.

The CLC's CD seven step 'Planning for Action' process, facilitated by CDU staff, supported Aboriginal groups to identify, develop and fund each of these 160 projects, irrespective of their dollar amount. As part of this process, the CDU delivered 264 engagements with Aboriginal governance groups in 2017/18. This shows a high level of engagement by the CLC, even in a year where there were staffing shortages and turnover. Interestingly, the highest number of engagements were for projects with the lowest average project value – NT Parks, 83, Community Lease Money Project, 74, and GMAAAC, 53.

While the CLC does not routinely track numbers of beneficiaries per project, this is likely to be partly explained by the large populations these three projects seek to benefit and, flowing from that, the

number of people involved in planning and decision-making. For example, the CLM Project currently works with 31 communities each with their own governance groups and anywhere between 7 and 16 members in each of the 31 locations. NT Parks works with 16 traditional owner groups spread across the CLC region and 24 discrete governance groups. GMAAAC works with nine elected community committees, each with between six and 18, members plus the 18 GMAAAC Directors who are representative of these community committees.

This compares with WETT, which is focused on four communities in the Tanami and works through two governance groups with a total of 24 members. The URM Project is similarly focused to a smaller geographic area and involves fewer participants in project governance. URM involves a handful of communities in the South West of the CLC region and just over the border into South Australia, and two governance groups with a combined total of 28 members.

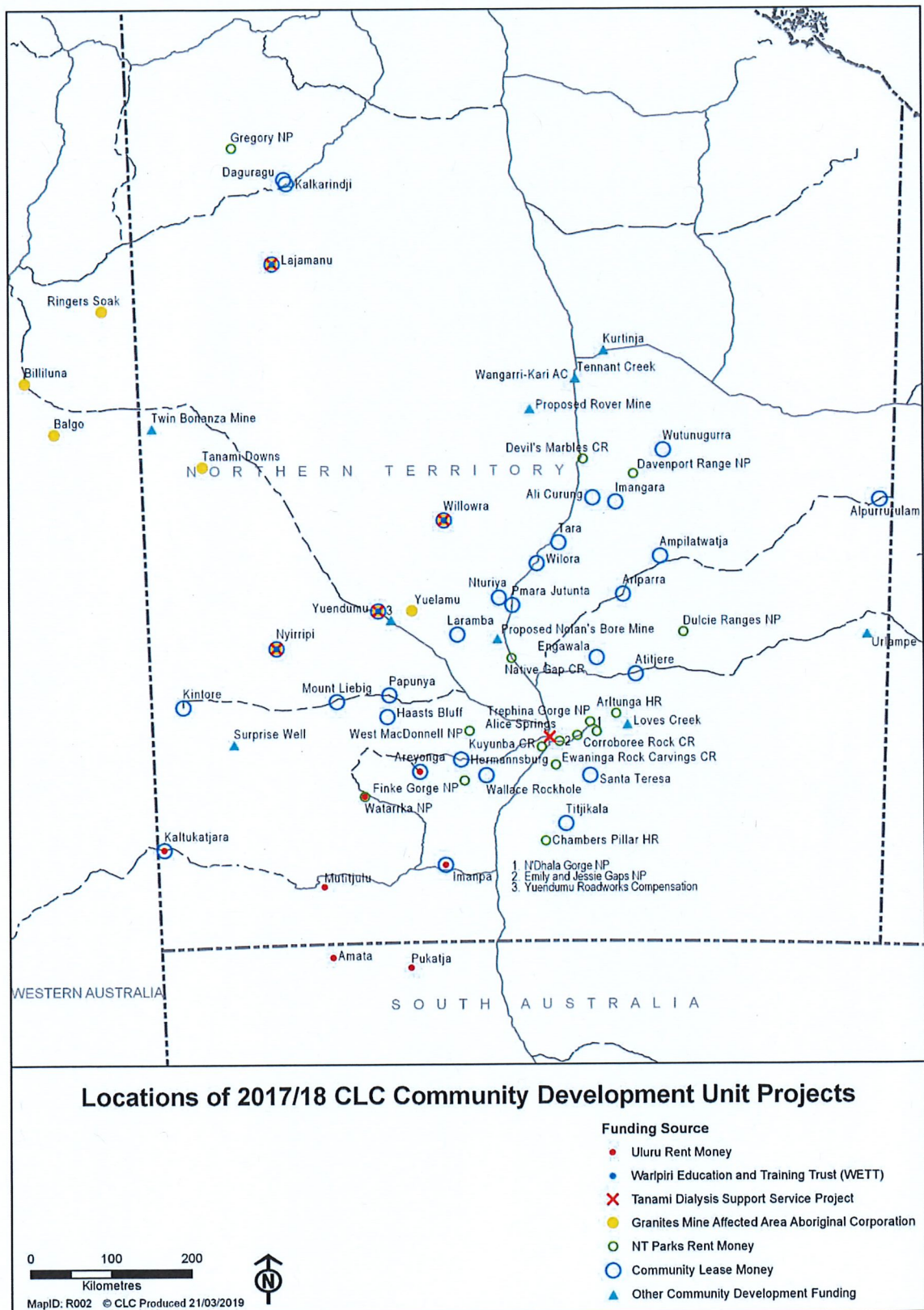
### **Analysis of quantitative data on projects funded by income stream**

The quantitative data shows that GMAAAC, CLM and NT Parks are engaging many more people in project governance. This may result in these projects delivering engagement, ownership and control to more people. However, it's not clear whether focused engagement with fewer people, which is the case with WETT and URM, delivers more benefit than more dispersed and broader engagement.

Further, it is not yet well understood whether outcomes from small dollar value projects to small groups of people have proportionally similar or different levels of benefit compared to larger, more expensive projects targeting more beneficiaries. More on this topic can be found in the detailed project discussions in Section Three.



## Location of 2017/18 CLC community development projects





## The Warlpiri Education and Training Trust (WETT)

The WETT project uses gold mining royalties to support education and training initiatives in the Tanami region, primarily across the four communities of Yuendumu, Lajamanu, Willowra and Nyirripi. WETT has five subprograms: the Youth Development program, the Secondary School Support program, the Warlpiri Language and Culture in Schools program, the Learning Community Centre program and the Children and Families program.

The Warlpiri Education and Training Trust is governed by the Kurra Aboriginal Corporation, which has a Kurra WETT Committee made up of half of Kurra's Directors. The Kurra WETT Committee meets twice a year to decide on the application of WETT funds based on recommendations from the WETT Advisory Committee (WETT AC). The WETT AC makes these recommendations to Kurra once it has developed priorities, undertaken project planning and endorsed project plans and budgets. The WETT AC also has a role in monitoring the implementation of funded initiatives and engaging with project partners.



*WETT Advisory Committee, March 2018*

In 2017/18 the Kurra WETT directors approved \$6,692,721 to support 14 new programs and projects as outlined in Table Three. This includes funding for three new projects, and 11 projects which are continuing on from previous periods.



**Table 3 – WETT Projects approved for funding in 2017/18**

Community	Project	Organisation	Status	Objective
Willowra, Nyirrpri, Lajamanu, Yuendumu	Book Publication - We Always Stay	BIITE	In Progress	Education
Willowra	Willowra Playgroup 2018 & 2019	BIITE	In Progress	Education
Lajamanu	WETT School Vehicle Fuel and Maintenance 2018-2020 - Lajamanu School	Lajamanu School	In Progress	Education / Language & Culture
Willowra	WETT School Vehicle Fuel and Maintenance 2018-2020 - Willowra School	Willowra School	In Progress	Education / Language & Culture
Willowra, Lajamanu, Nyirrpri	Regional Learning Centre Program 2018 - Lajamanu, Willowra, Nyirrpri	BIITE	In Progress	Education / Language & Culture
Yuendumu	Yuendumu Learning Centre 2018-2020	WYDAC	In Progress	Education / Language & Culture
Willowra, Nyirrpri Lajamanu, Yuendumu	Secondary School Support Other - 2018 and 2019	Multiple Secondary Schools	In Progress	Education
Nyirrpri	Nyirrpri Early Childhood Support Fund 2018-2019	Central Desert Regional Council	Approved	Education
Yuendumu	Yuendumu Early Childhood Support Fund 2018-2019	Yuendumu Child and Family Centre	Approved	Education
Lajamanu	Lajamanu Early Childhood Support Fund 2018-2019	Life Without Barriers	Approved	Education
Willowra, Nyirrpri Lajamanu, Yuendumu	Warlpiri-patu-kurlangu Jaru WETT Subcommittee Capacity Building Project 2018 - 2020	CLC	Approved	Aboriginal self-management
Willowra, Nyirrpri, Lajamanu, Yuendumu	WETT Consultancy Budget	CLC	Approved	Education
Willowra Nyirrpri Lajamanu, Yuendumu	Warlpiri Theme Cycle Project 2018	BRDU	Approved	Education / Language & Culture
Willowra, Nyirrpri, Lajamanu Yuendumu	Warlpiri Triangle and Jinta Jarrimi 2018 – 2020	Department of Education	Approved	Education / Language & Culture

Fig 2: WETT Funding Approved by Objective

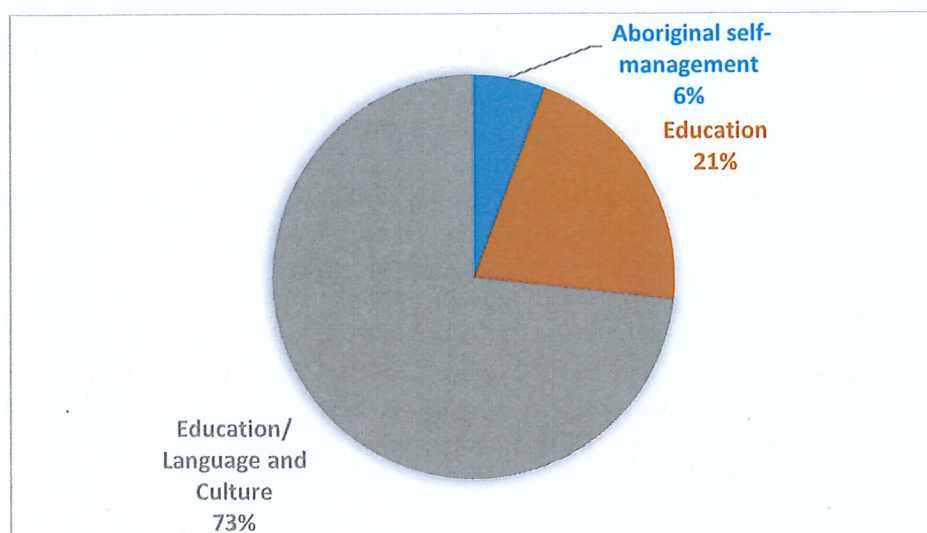


Table 4 – WETT Kurra, Advisory Committee and community meetings, plus informal consultations

Meetings:	Jul - Dec 2017				Jan - June 2018			
WETT Meetings Facilitated	WETT AC/Kurra WETT Directors	Kurra Directors	Community Meeting	Consult s	WETT AC/Kurra WETT Directors	Kurra Directors	Community Meeting	Consult s
Alice Springs	1	1			1			
Yuendumu							1	1
Lajamanu	1	1			1	1		1
Willowra							1	1
Nyirrpri							1	1
Total	2	2	0	0	2	1	3	4
<b>Total</b>	<b>4</b>				<b>10</b>			

There were 14 CDU community engagements (meetings and informal consultations) in this period – double the number in the previous period. As in 2016/17, this included seven governance group meetings, in addition there were three community meetings held to elect additional WETT AC members and four informal consultations took place. These informal consultations with Warlpiri committee members assisted in developing meeting agendas with Warlpiri input, preparing people to actively participate in meetings and developing strategies to address sensitive issues ahead of formal discussions. Staff report pre-meeting consultations were effective and they hope to continue testing this way of working into the future.

As reported in the 2016/17 monitoring report, the WETT program was subject to a substantial review completed in 2017 which made 32 recommendations. In July 2017, CD staff supported the WETT AC and the Kurra WETT committee to start considering and prioritising these recommendations.



Recommendations include more strategically allocating time (depending on project priorities) and putting issues that require further discussion on hold.



*Planning for the implementation of WETT Review recommendations – July 2017*

Table 5 and the following discussion of each of the WETT programs/projects demonstrate that solid progress has been made to use review findings to strengthen WETT.

*Table 5 – Status of implementation of WETT Review Recommendations at July 2018*

	Recommendation	Status
1	That the WETT Advisory Committee formulates the vision, mission and strategic principles by which WETT operates	Complete
2	That WETT commissions an implementation plan to facilitate action steps approved following this Review.	Progressing
3	That WETT communicates its long-term vision to, and engages with, its partners strategically to meet its long-term goals.	Progressing
4	That WETT sets as a strategic goal the increase of Warlpiri employment pathways and options in the WETT-funded programs.	On hold
5	That all new contracts for WETT-funded activities include a requirement for monitoring and evaluation, based on an overarching monitoring and evaluation framework.	Not yet actioned
6	That the current Early Childhood program be renamed 'Children and families'	Complete
7	That WETT continues to support the Willowra Playgroup and seeks funding to continue to employ Yapa staff.	Progressing



8	That part of the Willowra Playgroup coordinator's role includes promoting and supporting the coordination of the Early Childhood reference group in Willowra and assisting Yapa staff to complete qualifications.	Complete
9	That WETT provides a flexible fund for Early Childhood activities in the four communities, to allow additional training, mentoring and professional learning.	Progressing
10	That WETT a) funds a project to find a suitable partner to establish regular family strengthening programs in the four communities, and b) funds the programs (including evaluation) annually.	Prioritised for planning
11	That the cluster of programs currently described as the Bilingual Resource Development project, Country Visits and Elder Payments, and support for Warlpiri Triangle and Jinta Jarrimi workshops through the Warlpiri-patu-kurlangu Jaru capacity-building support program be grouped under a heading of Warlpiri Language and Culture in Schools.	Complete
12	That WETT continues to support all existing programs and activities listed in Recommendation 11.	Progressing
13	That WETT funds a project to align the Warlpiri Theme Cycle to the Achievement Standards of the Framework for Aboriginal and Torres Strait Islander Languages, Australian Curriculum	Progressing
14	That CLC CDU support staff improve communication to boarding schools about the availability of and application process for Boarding Support programs by raising the profile of WETT and this program.	Progressing
15	That WETT continues to offer all students boarding support, allowing students to access funds at and for any secondary program outside of the Warlpiri communities	Complete
16	That WETT funds up to five preferred 'Partner Boarding Schools' to provide increased support for students to remain at these schools.	On hold
17	That WETT funds a project to create a Warlpiri Handbook for Boarding Schools	Prioritised for planning
18	That WETT continues to support the current interstate visit program as is.	Complete
19	That WETT provides funding for additional targeted longer interstate or potentially intrastate visits for selected secondary-aged students to access intensive and specialised support.	Prioritised for planning
20	That WETT continues to support the existing Youth Development program and scope greater collaboration with Learning Centres and potential new partners.	Complete
21	That WETT builds the sustainability of Learning Centres by redesigning the model to distribute the costs and delivery of learning and training.	Progressing
22	That WETT funds the establishment of a Learning and Training Resource Broker to work across the four communities, working collaboratively with Learning Centre staff and other organisations to broker training and identify providers and funding opportunities	On hold
23	That WETT establishes a University Transition Support Fund to support Warlpiri students to access and complete their preferred higher education courses.	On hold
24	That WETT re-establishes links with Yipirinya, Ti Tree and Alekarenge schools to offer resources for the Warlpiri Language and Culture in Schools program	On hold
25	That WETT funds the establishment of a Warlpiri E-resource program to create apps and e-learning resources for all ages.	On hold
26	That WETT presents a co-investment package to the NT DoE to advance Warlpiri interests where there is mutual benefit	Prioritised for planning



27	That WETT explores options to a) expand support to Warlpiri in Alice Springs, Tennant Creek, Katherine and Palmerston, and b) establish a Warlpiri Learning Centre in Alice Springs.	On hold
28	That WETT better communicates its activities to the communities it works in and the organisations and stakeholders it partners with.	Progressing
29	That the WETT Advisory Committee comprise 16, and that a quorum be a minimum of 10	Complete
30	That current vacancies for Advisory Committee positions (to make up 16 members) be filled by a process of nomination and election in 2018–2019, and then every two to three years	Complete
31	That proxies for all Advisory Committee members be formally identified and recognised with a clearly defined role.	Complete
32	That a governance training schedule for all WETT Advisory Committee members and proxies be developed, including induction processes for new members and proxies	Progressing

10 recommendations were fully implemented and another 10 were progressed during this period. This indicates a commitment from both WETT and the CLC to implement recommendations and take improvement seriously. According to CDU staff, there are various reasons for some recommended new programs not being progressed, including committee decisions not to prioritise the implementation of a specific program, the limited availability of funds, partners being unwilling to implement some recommendations or cases where significant further planning is required before program implementation can commence.

## WETT Governance

Substantial work was undertaken in the past 12 months to further strengthen WETT governance in response to the 2017 WETT review. The focus has been on renewing and growing WETT AC membership, with succession planning and getting more young people involved prioritised.

CDU staff identified the need to sensitively handle this change to ensure existing Warlpiri members - who have made significant contributions to WETT as members of the WETT AC over the last decade - were engaged in, and supportive of expanding Warlpiri committee membership. A process was developed by the WETT AC to appoint one young person from each of the four Warlpiri communities as an additional WETT AC member. The process included setting selection criteria, developing a 'position description', identifying potential candidates and convening community election meetings to consider candidates and select members. This process was successfully applied in Nyirpi, Willowra and Yuendumu, with the Lajamanu community meeting scheduled early in the 2018/19 reporting period. Community members who will serve as proxies were also nominated and elected in these three communities. This was another recommendation of the review.

Following the implementation of recommendations, the WETT AC has increased from 15 to 19 members: four members from each of the Warlpiri communities (with Lajamanu's additional member yet to be elected); an independent remote education expert; and representatives from the CLC and mining company Newmont Australia. It is too soon to assess the impact of increased Warlpiri membership on WETT governance, however, CDU staff report that long-term Warlpiri WETT AC members have been positive about the expansion process. This is significant given their previous



concern about having community elections, due to a perceived risk of people nominating (and subsequently being elected) on the basis of their interest in influencing this major income stream, rather than a commitment to Warlpiri education outcomes. The success of the WETT AC in designing and implementing a process to strengthen community involvement and prepare for succession demonstrates the continued strength and growing maturity of this governance group.

Additional work was also completed in this period to increase engagement and build capacity of WETT AC members in program and partner management. Following comprehensive briefings Warlpiri members attended meetings with CDU staff to discuss issues and future directions for the Learning Centre Program with BIITE and WYDAC. Although the comprehensive briefings were time consuming, CDU staff report that the involvement of Warlpiri members in these at times difficult partner discussions was invaluable as they now have a greater understanding of the challenges and an increased commitment to addressing them. Most importantly, it has increased WETT AC members' attention to ensuring partners are held accountable to effectively deliver the WETT-funded programs.



*Jacob Spencer, Agnes Brown, Fiona Gibson and Kirsty-Anne Brown at the Nyirripi WETT Advisory Committee election*

## Children and Families Program

### *Willowra*

The Willowra Early Childhood Program aims to provide Willowra families with early learning services for children aged 0 to 5 years by combining playgroup and training for Warlpiri workers in child care. Until September 2017 this program was delivered by BIITE with funding from WETT in partnership with World Vision Australia (WVA). WVA formally exited the program in September 2017, at which point BIITE took on the additional responsibilities of paying Yapa salaries and coordinating the Early Childhood Reference Group, with additional funding from WETT. Reflecting the fact that the program



is currently wholly reliant on WETT funding, with no co-contribution from Batchelor, Kurra approved substantial funding of \$1 million for BIITE to operate the program for the next two years.

Reports for 2017/18 indicate that an average of seven to 13 children attend the centre each day. Given the centre was closed for five months prior to this reporting period as there was no coordinator, CDU staff report that this level of 2017/18 re-engagement suggests it is a valued service in Willowra. It was also reported that children from all families in the community are attending the playgroup, which is significant given the ongoing conflict between families in Willowra.

Eight Yapa Centre employees participated in a wide range of on-the-job training such as hygiene and first aid. Seven of these staff members also enrolled in a Certificate Two in Family Wellbeing.

### *Yuendumu, Nyirrpri and Lajamanu*

The WETT review identified strong Warlpiri interest in early childhood programs and services to support families. Given that WVA would be removing its service from all four communities in 2017, the review identified a gap in the service which should be addressed by WETT. Based on this, the WETT AC designed, and Kurra funded, a new \$120,000 initiative focused on providing additional support to existing early childhood services. These funds were intended to assist the Central Desert Regional Council (CDRC) in Nyirrpri, Life Without Barriers in Lajamanu, and the Yuendumu Child and Family Centre to provide professional development and training to Early Childhood Reference Group members and Yapa childcare staff in Nyirrpri, Yuendumu and Lajamanu.

Significantly, the CDRC, which had been positive during consultations, subsequently decided it was unwilling to take on this additional capacity development work and declined the WETT funds for its Nyirrpri creche service. This flags a growing issue in the Tanami region: a lack of capable partner organisations willing and able to deliver Warlpiri designed and funded initiatives with Warlpiri money. It means some projects planned and funded through the CDU processes are then not implemented. While the lack of qualified and capable partners has long been a challenge for the CD Program, it is becoming increasingly problematic in the Tanami as the GMAAAC and WETT income streams continue to grow. This issue is discussed in more detail in the Section Four of this report.

The Children and Families Program is now being implemented by different organisations and to differing extents in each of the four locations, as compared to the previous arrangement when it was coordinated by one organisation. WETT is now considering if and how a regional approach can be taken on this important area of work, so that there is some consistency across the four communities, an important consideration as people often move between communities.





*Staff member Jessica Hargraves with Eremaea Gorey and Mikkalynn Woods at the Yuendumu Children and Families Centre, February 2018*

### **Learning Community Centre Program**

The Learning Community Centre Program is supported in the four communities. It is managed by BIITE in Lajamanu, Nyirrpri and Willowra, and by WYDAC in Yuendumu. The intention is to create a culture of learning through formal and informal opportunities, using both group and individual styles of learning. Learning centres are important social assets. While they provide opportunities for formal training, ongoing study and employment, they are also places for people to gather and pursue their own activities in a safe and acceptable location.

Overall, the Learning Community Centre Program was in a state of transition during this period. The WETT review findings were considered, the program was redesigned and put out to tender, and new funding agreements were signed with BIITE and WYDAC. There were some challenges including: funding uncertainty; fewer people completing training and education as centres seek to find a balance between formal and informal learning; ongoing staffing challenges; and questions about BIITE's capacity to deliver the program.

The WETT review completed in May 2017 recommended a range of changes to the Learning Community Centre Program. With WETT funding only confirmed until December 2017, this created uncertainty. Both BIITE and WYDAC were asked to tender to continue delivering the program in 2018. Due to this funding uncertainty, BIITE chose not to commence any new education and training initiatives between July and December 2018.

In late 2017 Kurra approved a further \$4,557,619 in funding for the regional learning centre program from January 2018 for three years. This included \$3,478,199 to BIITE for Lajamanu, Willowra and



Nyirpi and \$1,079,420 to WYDAC, to run the learning centre in Yuendumu. This substantial funding commitment reflects that WETT is now fully funding the Learning Centres, with BIITE no longer providing co-funding. The funding agreements require BIITE and WYDAC to establish new partnerships and attract additional income to deliver activities. There are early signs that WYDAC is being proactive in this area.

In response to review recommendations, the tender process involved a redesign of the program. This redesign supports Learning Centre staff to focus on delivering a balance of learning activities, ranging from informal to structured non-formal and formal learning. Due to the redesign, Learning Centre staff now also have a focus on community engagement, with both local and external stakeholders, coordinating educational needs across the community.

While it's too soon to assess the extent to which this balance of learning activities is being achieved, significantly fewer people enrolled in formal training in the BIITE managed centres as compared to the previous year.<sup>6</sup> The total of 113 students enrolling in courses in 2017-18 is significantly lower than the previous year's figure of 321. Completion figures indicate 65 students completed their training, as compared to 47 in the 2016/17. This suggests an increase in the ratio of students completing formal training courses.

However, the data may be skewed by the inclusion in Yuendumu reporting of training courses/workshops, such as learner driving and domestic violence awareness and prevention. These may be more accurately categorised as 'non-formal' training. To accurately track formal training outcomes, a WETT priority even as the balance shifts to better incorporate informal learning, the classification and accuracy of reporting will need to be addressed to ensure consistency across the four learning centres.

Informal use of the centres remains high, with a total of 6,702 visits made across the four centres, as compared to 6,803 in the previous year.<sup>7</sup> All four centres are being used extensively by community members for internet banking, faxing, managing Centrelink obligations and getting assistance with personal computers. These activities provide many opportunities for staff to informally build people's numeracy, literacy and general knowledge.

The Yuendumu centre had more than twice as many visits during the July – December 2018 period as the Lajamanu centre, notable given the communities have similar population sizes. This may be due to more senior school classes being delivered at the Yuendumu centre, and attention given to supporting Warlpiri language and culture activities at the Yuendumu centre, a high priority for WYDAC's board.

Yapa staffing varies considerably across the four centres, with Willowra and Yuendumu Yapa staff considered confident and capable in running these learning centres. The other two centres rely heavily on non-Yapa coordinators. While professional development and training for Yapa staff is seen as key to increasing capabilities, all the learning centres continue to struggle to find time for this while also serving community needs.

At the WETT AC meeting in March 2018, BIITE staff raised concerns about BIITE's ability to deliver the program in line with the funding agreement. The WETT AC committee resolved that its Chair and CLC Director should urgently meet with BIITE to discuss these issues. At a subsequent meeting the BIITE CEO provided assurances it would deliver the program in line with the funding agreement.

---

<sup>6</sup> Data was not provided by WYDAC for the January to June 2018 period so is not included here.

<sup>7</sup> This does not include Yuendumu January – June 2018.



Education and training opportunities were more limited during this period and the shift to a balance between formal and informal learning is still being made. To understand these changes and the extent to which they are benefitting Warlpiri, further monitoring should be conducted in the next reporting period on this program. There may be value in including a comparison between the learning centre services being delivered in the different locations, and uptake numbers.



*Elisah Robertson and Elizabeth Dixon at the Yuendumu Learning Centre, February 2018*

### **Warlpiri Youth Development Program**

WYDAC continued to deliver the Youth Development Program in the four communities. It is currently in the second year of a three-year contract (2017-19), funded by WETT to the total value of \$2,776,281. This program provides diversionary programs for young people, plus youth development initiatives to create more formal life pathways, this includes training and employment for young people. In Yuendumu, this is directly enabled by WYDAC also running the learning centre, while in other communities WYDAC works with BIITE to align youth learning activities with those of the learning centres.

An average of 74 hours of youth activities were delivered per week in each community between June and December 2018, with Yuendumu having significantly more youth activity hours per week (98), compared to Lajamanu (76), Nyirrpri (67) and Willowra (56). Similar figures were provided for the January to June 2018 period, with the exception of Nyirrpri which reported an increase to 81 hours per week.

These figures reflect that WYDAC and most of its staff are based in Yuendumu. Another contributing factor is likely to be that all Lajamanu-based WYDAC staff resigned from the program in this period. A significant number of youth activities continue to be on offer in each community, with high levels of



community engagement, however the WYDAC's Board commitment to providing an equitable service across the four communities is yet to be realised.

A broad range of sports, arts and culture activities were delivered in line with the diversionary aspect of the program. In terms of youth development, education and training initiatives, seven workshops were delivered across the four communities, including in sports training, music production, cyber-bullying awareness and mural painting. Support to get children re-engaged in secondary schooling continued in each community with 31 students from Yuendumu assisted to enrol in boarding school.

Another focus of the program is supporting young people with life pathways by assisting them to be work ready. In this period more than 320 young people assisted in running the youth program in the four communities alongside permanent staff. This training acts as essential learning for Warlpiri youth to develop the capacity and confidence to then take up permanent employment and leadership opportunities. 12 graduates of the Jaru training program went on to be employed in 2017-18, the majority in Yuendumu.

Two new challenges for this program were identified by WYDAC in this period, primarily around staff recruitment and retention, together with organisational capacity and growth. Staff turnover has become a significant issue, which WYDAC attributes to the increasing demands on staff as the organisation grows, the limited number of capable staff applying for positions and inadequate remuneration, leave provisions, supervision and support. The organisation is seeking to address each of these issues but acknowledges that staff turnover and the subsequent loss of long-term community relationships and knowledge is impacting the effectiveness of the program. Training Yapa through the program and then employing them as staff could be a critical strategy - this approach enabled the Willowra program to keep operating throughout this period.

The rapid growth of the organisation over the last 2.5 years, as it has taken on a range of other services at the request of the communities and 'in order to remain viable', has created challenges in the delivery of core youth services. This is in part due to demand from other CLC CD Projects. For example, the discussion of GMAAAC in the next section shows that WYDAC was this year (2017/18) funded to deliver 14 separate GMAAAC-funded projects across four communities. WYDAC hopes to address this going forward through improved administrative systems and more staff.

The issues of recruitment and retention and rapid growth are considerable risks for WYDAC, and for WETT, which provides substantial funding to WYDAC for its core business of supporting young people to build positive lives and futures. The extent to which WYDAC has addressed these two issues and is effectively delivering youth services in line with its funding agreement with WETT, should be closely monitored in the next period.



*WYDAC Youth Development Program -  
Bush trip to Mission Creek – February 2018*



## Warlpiri Language and Culture in Schools Program and Warlpiri Secondary School Support Program

The country visit and elder payment program provides school students with the opportunity to learn from community elders both in the classroom and on bush trips. The secondary school support program provides direct support for Warlpiri secondary students (living in and outside Warlpiri communities) attending boarding schools, as well as funding for interstate school excursions for Warlpiri students.

In addition to funding allocated in the previous reporting period for the WETT Country Visit Program, WETT allocated an additional \$404,000 for the purchase, operation and maintenance of school buses for Lajamanu and Willowra. Over 100 students from Willowra, Yuendumu, Lajamanu and Nyirrpri participated in country visits to a range of sites where cultural activities such as smoking ceremonies, singing, hunting and dancing were held. Limited reporting on these projects is currently being provided by the schools to WETT, despite this being a requirement within each funding agreement (in an easy-to-use format that the CLC has designed).

Within the 2017/18 financial year, WETT allocated \$200,000 for the Secondary School Support Program for 2018 and 2019, which includes allocations for bush schools and boarding schools. 61 students from the four Tanami bush schools benefitted through interstate excursions to Cairns, Melbourne, Canberra and Adelaide where they visited other schools and participated in a range of cultural and sporting activities. A Yuendumu School report to WETT on their 2017 secondary school excursion to Albury, Victoria, included the following statement:

*"Our group goal was to see the students speaking to people with good manners and kind gestures to prepare them for a future where they will be forced to interact in English regularly. The students took this challenge on with pride and greatly exceeded our expectations. We feel so privileged to have not only formed strong relationships with both schools but also the Albury Aboriginal community".*

In addition, this program supported 11 students attending eight different boarding schools, through hiring laptops and musical equipment, camp fees and facilitating family visits. Two boarding schools provided narrative reports from three students outlining how funding had assisted their education. One student reported having "an experience of a lifetime" on a "10 out of 10" school camp. Overall limited reporting on the benefits these funds are creating is being provided by schools, including the extent to which they are supporting students to continue with their secondary education. This issue is discussed further in Section Four of this report.

Beyond this funding, the WETT AC and the CLC WETT officers progressed the review recommendation to re-engage with the NT Department of Education (DoE) as the primary education provider in the region. In particular, WETT has lobbied the DoE to improve secondary support in Willowra and Nyirrpri, as well as strengthen community-governance, regional networking and Warlpiri language and culture in schools program. Despite early signs of a developing relationship, the WETT AC/CLC assisting the DoE to conduct secondary consultations in Willowra and Nyirrpri and offers from WETT and the CLC of further assistance, the process has stalled. CLC staff report that secondary schooling is no longer being delivered in these two communities, which they see as contributing to major issues with youth vandalism and disengagement.

A new language and culture project was funded in this period. This project is based on a review recommendation that WETT support the alignment of Warlpiri curriculum inputs to the DoE's



adaption of the Australian curriculum. \$97,200 was allocated to the Bilingual Resource Development Unit for the "Warlpiri Theme Cycle Project". CLC staff working with WETT reflected that this relatively small project has created significant benefits in this reporting period, primarily in terms of engaging community members who place a very high place a very high value on Warlpiri language and culture and have a strong sense of ownership of the project. CLC staff reported that the WETT AC are particularly proud of this project because it is engaging men and young people, which is not always the case with bilingual work. This project should be a focus of monitoring in the next period.



*Willowra school students  
learning about Watiya  
with the WETT Country  
Visit program 2017*

### **Other projects - Willowra Cultural Mapping Project**

WETT funded a smaller initiative in Willowra between 2013 and 2018, which grew out of the WETT funded Learning Community Centre Program. With \$80,650 of WETT funds provided over three stages, this project supported Willowra traditional owners and community members to work with anthropologists to map a large area of country around Willowra. The CLC Anthropology Section is the project partner delivering this project, in-kind support has also been provided by the CLC Southern Tanami Rangers and the CLC mapping team.

The project involved recording site names, family and ancestral Dreaming associations with particular sites, and interconnections between places and Dreamings. The primary focus is on supporting intergenerational knowledge transfer to sustain and transmit cultural knowledge and law. This has been done through five major trips on-country involving senior, middle-aged and younger people, as well as informal discussions with community members at the Learning Centre in Willowra. The report prepared by project consultants engaged by the CLC highlights extensive participation by Warlpiri both in directing the project and in country visits, during which hundreds of sites were identified and recorded. The report suggests that the project has generated community cohesion, pride and an increased sense of identity among young people. This is significant given the history of conflict and youth disengagement in Willowra.

This project is a good example of generating additional benefits from the Learning Community Centre Program by making funds available for discreet cultural projects. Key to this is the availability of



experienced professionals with long-term relationships who can support these projects. WETT may want to fund similar cultural projects as part of the Learning Centre model, rather than relying on coordinators to do this work.

The Willowra Mapping Project has now been funded by the GMAAAC Willowra Committee at a considerably higher level. This project demonstrates how WETT can provide seed funding and leverage other Warlpiri income sources.

### 3.2 The Tanami Dialysis Project

This project provides much needed remote dialysis services to Warlpiri people – remote services allow patients to maintain cultural and family connections while still receiving the healthcare they require. It is primarily funded by Kurra AC, separately from WETT, using interest earned on invested royalties. GMAAAC committees are contributing to dialysis services and support in Lajamanu, Nyirrpri and Willowra, and the Community Lease Money Project funds Kalkarindji patients to receive treatment in Lajamanu.

The project is delivered by the Western Desert Nganampa Walytja Palyantjaku Tjutaku Aboriginal Corporation (WDNWPT), a highly effective Aboriginal organisation based in Alice Springs. The project has two remote sites, Yuendumu and Lajamanu, as well as services in Alice Springs, Willowra and Nyirrpri. Kurra Aboriginal Corporation has supported each remote site through successive stages of development and in this period approved new funding for WDNWPT to conduct a feasibility study for a third potential remote site in Balgo, Western Australia.

In 2017/18, \$501,739 was allocated for the dialysis project, including \$193,563 for the Lajamanu regional service, \$250,800 for the Yuendumu service, \$17,376 for the dialysis truck for homeland and on-country visits, and \$40,000 for the Balgo feasibility study. CLC CD staff facilitated discussions and decision-making for this project at the two Kurra Directors meetings held during this year.

*Table 5: Tanami Dialysis initiatives approved for funding in 2017/18*

Location	Project	Organisation	Status	Objective
Lajamanu	Lajamanu Regional Dialysis Service 2018/19	WDNWPT	Approved	Health
Yuendumu	Yuendumu Regional Dialysis Service 2018/19	WDNWPT	Approved	Health
Tanami Region	Dialysis Truck Support Project 2018/19	WDNWPT	Approved	Health
Balgo	Dialysis Unit Feasibility Study	WDNWPT	Approved	Health

The Lajamanu Regional Dialysis Committee continued to provide guidance and direction to WDNWPT. Committee decisions informed operational decisions regarding access to units, number of supported return-to-country trips per person, and access to extra support, including resources for patient, family and committee members. Further work was also done to strengthen Warlpiri governance of the Tanami Dialysis service with three meetings held in Yuendumu with directors and patients during 2017/18.



Between July and December 2018 WDNWPT treated 28 patients in Lajamanu through a combined total of 403 dialysis sessions. This includes several Gurindji patients from Kalkarindji who are being assisted through a separate travel scheme funded by the CLC's Community Lease Money Project and managed by the Gurindji Corporation. 21 Yapa patients were treated at the Yuendumu unit with a total of 314 dialysis sessions delivered.

These figures show that almost all Lajamanu-connected patients are spending periods of time in Lajamanu receiving community-based treatment – 28 out of a total of 31. However, only 21 of the 45 patients connected to the Yuendumu service - less than half - are receiving community-based dialysis in Yuendumu. This may be linked to the Yuendumu service also catering to Nyirrpi, Willowra and Yuelamu patients, who clearly value the supports they get living in Alice Springs but choose not to receive dialysis treatments in Yuendumu. Kurra provides for WDNWPT to take its dialysis truck to these smaller communities, which means these patients do get to spend some time in Nyirrpi and Willowra, receiving dialysis there.

WDNWPT's recent success in advocating for remote dialysis to be listed as a Medicare item makes additional renal units in the Tanami a viable future option. Kurra's overall contribution of \$3.5 million to remote dialysis in the Tanami between 2007 and 2018 has helped to demonstrate the value of this service, which has now leveraged sustained government support. This is important for sustainability, with CDU staff highlighting that the accumulated interest Kurra uses to fund this project is finite and cannot necessarily continue at current levels.

Aside from providing community-based dialysis, this project also supports patients living in urban centres. Between July and December 2018, patient supports were provided a total of 1,168 times to 31 patients connected to the Lajamanu service, including Lajamanu patients living in Darwin and Katherine. 45 Yuendumu-service patients, most of whom live in Alice Springs, received a total of 1,297 instances of patient support.<sup>8</sup>

WDNWPT reports that there are six Yapa employed as patient support workers for the Lajamanu service (two in Lajamanu and four in Darwin) and three for the Yuendumu service (all based in Alice Springs). The ongoing employment of nine Warlpiri community members on this project is a positive achievement.



*Lottie Robertson and Ormay Gallagher at the Yuendumu Dialysis clinic 2018*

<sup>8</sup> Figures were provided for the January to June 2018 period for Yuendumu – 1,415 services were provided to 49 patients – but not for Lajamanu.



### 3.3 The Granites Mine Affected Area Aboriginal Corporation project (GMAAAC)

The purpose of GMAAAC is 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.

GMAAAC income remained high in 2017/18 and it remains the largest income stream supported by the CLC CD Program. \$6,667,396 was allocated across the nine communities to 71 discreet projects (Table Six). On top of the 140 projects initiated before 2017/18, GMAAAC continues to create a very high workload for the CD Unit, as well as for other CLC staff such as those in the legal section and AAMC.

**Table 6: GMAAAC Projects approved for funding in 2017/18**

Community / Regional	Project	Organisation	Status	GMAAAC Objective
Balgo	Growing up Women and Girls in Culture	Kapululangu Aboriginal Women's Association AC	In Progress	Health - Culture
	Mental Health and Culture - New Female Position	Yura Yungi Medical Service Aboriginal Corporation	In Progress	Employment
Billiluna	Art Centre Refurbishment	East Kimberley Job Pathways (EKJP)	In Progress	Health - Culture
	Football Oval Fence	EKJP	Allocated	Health - Sport
	Kids Playground Refurbishment	EKJP	Allocated	Health - Sport
Lajamanu	Men's Area at Aged Care	Central Desert Regional Council (CDRC)	In Progress	Health - Culture
	Yapa Wages at the Art centre	Warnayaka Art Centre	In Progress	Employment
	Recreation hall upgrade	WYDAC	In Progress	Health - Sport
	Basketball court upgrades	WYDAC	Allocated	Health - Sport
	Football oval upgrades	CDRC	Allocated	Health - Sport
	Ranger Vehicle	CLC	In Progress	Health - Culture
	Church Bus R&M	BUNT	Allocated	Health - Faith
	School Sports Academy 3 years	WANTA Aboriginal Corp	In Progress	Health - Sport
	School Sports Academy Bus	WANTA Aboriginal Corp	In Progress	Health - Sport
	2018 Sports Weekend	WYDAC	In Progress	Health - Sport
	Men's Sport Operational	WYDAC	In Progress	Health - Sport
	Women's Sport Operational	WYDAC	In Progress	Health - Sport
	2 x Sport Bus	WYDAC	In Progress	Health - Sport



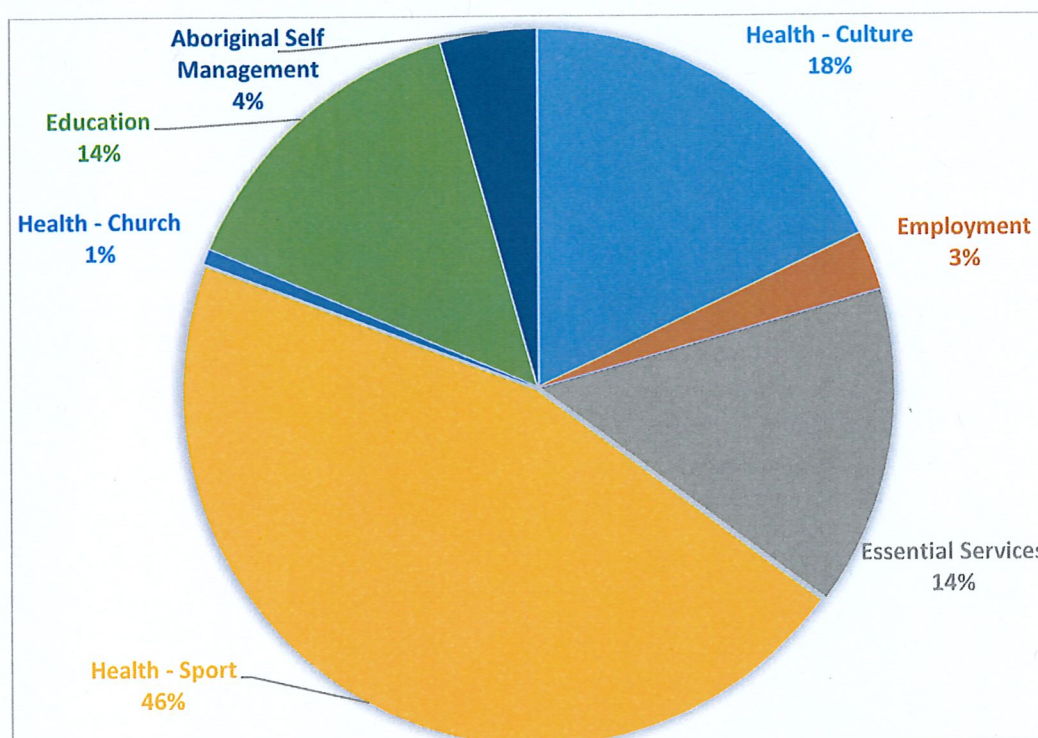
	Sorry Support	AAMC	In Progress	Health - Culture
	Funeral support	AAMC	In Progress	Health - Culture
	Repurpose of Bus for Youth Program	WYDAC	Allocated	Education
	Wara Wara Kanyi	WYDAC	Allocated	Education
	Training - First Aid, Fire Warden, White Card	Eagle Training	Allocated	Education
Nyirrpri	Carer Training	CDRC	In Progress	Employment
	Ranger Support	CLC	Allocated	Health - Culture
	Art Centre Support	Warlukurlangu Arts	In Progress	Health - Culture
	Music and Media Training	WYDAC	In Progress	Education
	Men's Sport operational	Nyirrpri AC/Nyirrpri Store	In Progress	Health - Sport
	Women's Sport operational	Nyirrpri AC/Nyirrpri Store	In Progress	Health - Sport
	Sport Weekend 2018	Nyirrpri AC/Nyirrpri Store	In Progress	Health - Sport
	Men's Sport Bus R&M 2018	WYDAC	In Progress	Health - Sport
	Store Shed	Nyirrpri AC/Nyirrpri Store	Allocated	Essential Services
	Recreation Hall Subdivision	WYDAC	In Progress	Health - Sport
	Community Laundry	CDRC	Allocated	Essential Services
	BMX Track	Ngurratjuta/ Pmara Ntjarra Aboriginal Corporation	Allocated	Health - Sport
	Playground Upgrade	CDRC	Allocated	Health - Sport
	2018 CAFL Fees	AFL NT	In Progress	Health - Sport
Tanami Downs	Ceremony Support	AAMC	In Progress	Health - Culture
	Funeral Support	AAMC	In Progress	Health - Culture
	Upgrade to Mungurrupa Stage 1 Electricity & Solar	Australian Solar Industries	Allocated	Essential Services
Willowra	Mediation Group	CDRC	Allocated	Aboriginal Self-Management
	Ranger Program Support	CLC	Allocated	Health - Culture
	Cultural Mapping	CLC	In Progress	Health - Culture
	Women's Law and Culture Support	CLC	In Progress	Health - Culture
	School Holiday Program	WYDAC	In Progress	Education
	East side Playground	CDRC	Allocated	Health - Sport
	Band Stage Project	WYDAC	In Progress	Essential Services
	Mt Bennett road grading	YKNAC	In Progress	Essential Services
	Men's Sport Operational	Wirliyarri Store	In Progress	Health - Sport



	Women's Sport Operational	Wirliyarri Store	In Progress	Health - Sport
	Sport Bus R&M	WYDAC	Allocated	Health - Sport
Yuelamu	Ceremony Support	AAMC	In Progress	Health - Culture
	Sorry Support	AAMC	In Progress	Health - Culture
	Funeral Support	AAMC	In Progress	Health - Culture
	Excavator to dig graves - top up Funds	CDRC	Allocated	Essential Services
	Men's Sport 2018	Alpirakina Store	Allocated	Health - Sport
	Women's Sport 2018	Alpirakina Store	Allocated	Health - Sport
	Street Lighting Solar	CDRC	In Progress	Essential Services
	School Excursion Melbourne 2018	Yuelamu School	Allocated	Education
	Repair Men's Sports Bus 2018	TBA	Allocated	Health - Sport
Yuendumu	Healthy Dog Program Support	Warlukurlangu Artists	In Progress	Education
	Yuendumu Sports Academy Support	WANTA Aboriginal Corp	Allocated	Health - Sport
	Men's Sport Funding 2018 Season	WYDAC	In Progress	Health - Sport
	Women's Sport Funding 2018 Season	WYDAC	In Progress	Health - Sport
	Yuendumu Sports Weekend 2018	WYDAC	In Progress	Health - Sport
	Yuendumu Tanami / Summer Competition 2017/18	WYDAC	In Progress	Health - Sport
	School Nutrition Program Funding Support 2018	Yuendumu School	In Progress	Education
	Civic Centre Scoping	Centre for Appropriate Technology	Allocated	Essential Services
	Linguist at Yuendumu School	Yuendumu School	In Progress	Education
	Childcare Playground at CFC	Yuendumu School	Allocated	Education
	Yuendumu Pool Funding - 3 Years 2019,2020,2021	WYDAC	Allocated	Health - Sport



Fig 4 - GMAAAC funding approved by objective



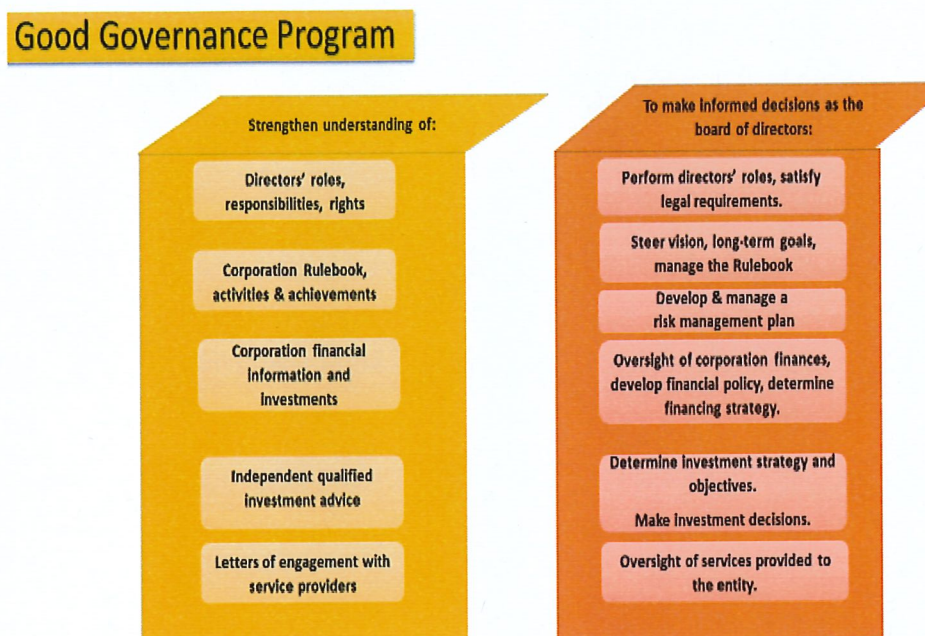
The allocation of funds across objective areas is broadly similar to 2016/17, with the exception of a 14% increase in funding for Health – Sport, up from 32% to 46%. This increase is largely due to approximately \$1 million being approved for operational funding for the Yuendumu pool for three years and \$500,000 for a Sports Academy in Lajamanu over the next three years. Most other areas received around 5% less than last year.

### GMAAAC Governance

A new three-year governance capacity building initiative to support the GMAAAC board of directors was piloted and funded by the directors in November 2017. The training program for directors, managed by the CLC's AAMC, engages an external trainer with investment advisor qualifications to strengthen understandings of corporate and financial governance. Its objectives include assisting directors to develop an investment policy and better understand the role of investment advisors. The March 2018 training focused on legislation and regulations, directors' roles and duties and strategic planning. An independent evaluation, prioritising director voice, is taking place throughout the program. This evaluation aims to provide real-time feedback to support adaptation at the intersection of corporate and Yapa laws. This evaluation will guide the board's preferred learning methods and assist the CLC in responding to areas requiring clarity. Complementing this work, the CLC has spent increased time with directors, with a focus on understanding agreements and services. Over time, the board's enhanced understanding will strengthen directors' ability to oversee GMAAAC's activities and external agency agreements.



Fig 5 – GMAAAC Good Governance Program Objectives



Staff report that some GMAAAC directors are using the skills and knowledge gained from this training in committee and community meetings. For example, a Nyirrpri director decided that all members of the GMAAAC Committee need to increase their understanding of the GMAAAC process and undertook to explain it at the subsequent committee meeting.

During this period the GMAAAC directors resolved to pay GMAAAC committee members for attending community committee meetings, recognising the committee volunteers and their important work. CDU staff report that quorums were achieved with ease at the two committee meetings held in March and June 2018, which they attribute partly to these new payments.

The community consultation workload remained very high for GMAAAC, with the CDU facilitating 18 committee meetings, 13 community meetings and 21 community consultations, as well as supporting the director meetings and training.

There were 52 community engagements in total, up from 43 in the previous year. Most of these additional engagements were informal consultations, with staff doing more work outside formal meetings to address governance and project issues. Staff report this is a critical strategy which supports committee and community meetings being more productive, as some of the politics have been resolved before bringing people together in what are generally highly politicised forums.



*Table 7: GMAAAC committee, community and informal consultations 2017/18*

	Committee Meeting		Community meeting		Consults		Total meetings
	<i>Jul - Dec 2017</i>	<i>Jan - Jun 2018</i>	<i>Jul - Dec 2017</i>	<i>Jan - Jun 2018</i>	<i>Jul - Dec 2017</i>	<i>Jan - Jun 2018</i>	
Community							
Balgo	1		1		2		4
Billiluna	1		2		2		5
Lajamanu	2	1	1	1	2	1	8
Yuelamu	2		1		2		5
Nyirrpi	2	1	1	1	2	1	8
Ringer Soak	1		1		1		3
Tanami Downs	1	1	1		1	1	5
Willowra	2	1	1	1	2	1	8
Yuendumu	2		1		2	1	5
<b>Total</b>	<b>14</b>	<b>4</b>	<b>10</b>	<b>3</b>	<b>16</b>	<b>5</b>	<b>52</b>

Committees were elected in the first half of 2017, with a strong commitment to gender balance in most locations. Staff observed that the turnover of committee members in some locations has created challenges. Those who are newer to GMAAAC generally have less knowledge and experience in how it operates. Also, a conflict occurred in one community where people felt the new committee membership was not representative of different sections of the community. This latter situation was despite the CLC's best endeavours to run an open and inclusive election process. It subsequently required significant staff time to resolve.

In Nyirrpi and Willowra there was high turnover of committee members at the last elections. These two committees, being largely new to the process, have been cautious in allocating funds. Further, the Nyirrpi committee has been careful in performing its role as decision-maker and has sought to involve a broader set of community members in larger funding decisions.

Some committees are looking for higher quality information in partner plans and budgets. Yuendumu and Yuelamu, both more experienced committees, in terms of being made up of more multiple-term members, are increasingly holding off on funding decisions until they have more comprehensive information. In these locations committees are also holding implementing partners to account, which may be a sign of increased governance capacity. It may also be because their larger and more complex project ideas, require more detailed planning. This issue is discussed in further detail below.





*Nyirrpi GMAAAC Community Committee, 2017*

### GMAAAC Projects

GMAAAC projects employed 44 Yapa for a total of 2,481 hours in the first half of the reporting period.<sup>9</sup> Some examples of major projects funded include a new three-year sports academy in Lajamanu to be delivered by Wanta Aboriginal Corporation; three-year funding for WYDAC to continue operating the Yuendumu pool; and CLC ranger program support in Willowra, Nyirrpi and Lajamanu. Willowra committee has continued to use their income to address important development issues by allocating further funds for its mediation and justice project (which will be allocated in the event CDRC is unable to secure government funding for this important service). Sorry, ceremony and funeral support continue to be funded across the region, as well as art centres, sport and other community vehicles, and community ovals and basketball courts.

There were signs of increased attention towards services for women and children in some locations, including playgrounds being funded in three communities. Balgo committee, when faced with a choice between six projects, chose to fund only two, both of which target women.

<sup>9</sup> Figures were not available for the second half of the period.



## Issues

As the GMAAAC income and project load continues to grow it's not surprising that a number of ongoing issues are becoming increasingly challenging to manage.

First, there is a growing challenge for GMAAAC in being tied to a 12-month planning cycle.<sup>10</sup> For example, staff report that previous year project ideas are still being planned or funding agreements in place and projects about to start, when the GMAAAC Rule Book requires staff to start consulting communities and committees about their next round of ideas.

The CDU has been working to address this issue and has a range of strategies in place to deal with the annual GMAAAC cycle. For example, following the 2017 election of the current committees, staff facilitated additional committee meetings in each location to induct members and, for the first time, to support committees to develop three-year plans. These plans identify key focus areas and prioritise the order in which projects will be planned and funded between 2017 and 2019. Staff report that this process has worked particularly well in Nyirrpri and Willowra where they have given people a roadmap to follow. Another strategy, approved by the GMAAAC directors, allows funding allocations to be made at either of the two committee meetings held annually, rather than being limited to just one. Finally, staff continue to discuss with committees the option of allocating funding to 'saving', rather than spending the full amount received in a year on projects. Further suggestions to address GMAAAC's 12-month planning cycle are included in Section Four.

A second challenge relates to the size and increasing complexity of the GMAAAC project management workload. In 2017/18 the CDU was actively managing 210 GMAAAC projects, most of which were funded in previous years, with an average project value of approximately \$50,000. While committees continue to plan and fund many smaller projects each year, they are also now starting to plan larger, longer-term and more complex projects. Staff report that these include construction projects, service delivery and the design of social enterprises, which are areas where the CLC does not necessarily have sufficient resources and expertise. These larger, complex projects are creating challenges both at the design, contract development and contract management stages.

A third challenge is internal CLC processes and communication, as more projects focus on infrastructure and land improvements. The time taken to complete sacred site surveys and the negotiation of lease agreements, both CLC functions, are contributing to some delays. Other sections of the CLC, including legal and anthropology, are very committed to the CD program. However, the increasing workload it is generating for them, as the program continues to expand, is creating a service challenge and contributing to delays.

The final significant issue relates to organisations that are either struggling or failing to deliver GMAAAC funded projects. This has been an ongoing challenge for the CD program generally, which the team has worked hard to address. GMAAAC has made some progress in this area by implementing criteria that organisations must meet to be funded by the CD Program. This means that organisations at a minimum must have the capacity to hold and administer project funding against the contract, without relying on the CLC to assist with this. While this policy has effectively addressed the issues of very low capacity partners, there are still challenges with partners unable to deliver on their projects.

---

<sup>10</sup> GMAAAC is the only CLC CD Project tied to an annual planning timeframe, which has been specified in its rule book since it was established in the early 1990s. All other CD projects work on more flexible timeframes with no requirement or expectation for funds received in a given year to be considered and allocated in that same year.



This is becoming more pronounced each year as GMAAAC funding allocations increase and more complex projects are approved.



*Katie Darkie working on the Billiluna Art Centre*

There were ongoing issues with project delivery by several organisations during this period, including Warlpiri organisations such as YKNAC and WYDAC (see WYDAC discussion in WETT section). There were also some challenges with projects managed by the Central Desert Regional Council (CDRC) - a key service provider in the Tanami region and an important GMAAAC project partner. The CLC is committed to working constructively with the CDRC to strengthen the relationship to achieve better outcomes for Warlpiri communities. Additional analysis is included here to inform this.

Between 2010 and 2017 CDRC was contracted by GMAAAC to deliver 15 projects. Funding for an additional 10 GMAAAC projects was allocated in 2017/18, which is a substantial increase on previous years. Overall \$2,461,840 has been allocated for 25 GMAAAC projects to be delivered by the CDRC. Of these, eight were completed and fully acquitted at June 30, 2018, and five were not yet due for completion by this date. Another 12 projects were overdue in terms of completion or reporting.

Project and CDU staff reports indicate that CDRC has managed a number of projects in line with funding agreements and these projects have delivered positive benefits. Examples of recent projects that CDRC has delivered effectively include the Willowra Mediation Program and the installation of streets lights at the football oval in Lajamanu. There may be value in the CLC and CDRC working together to understand the success factors that contributed to these positive project outcomes. Similarly, a review of the projects not completed, or delayed, would help both organisations understand the factors limiting project delivery, in what is acknowledged as a very complex operating environment.

As well as understanding what has worked well, and project delivery challenges, there is a need to better understand CDRC's capacity to meet increased demand from GMAAAC going forward. Of the 10 new projects approved in 2017/18, CDRC advised the CLC and GMAAAC that it was unable to deliver four. This includes, for example, a project to set up and operate a community laundry in Nyirrpri. CDRC also declined funds at the contracting stage in this period from other CD income streams, these projects were a WETT funded creche project in Nyirrpri and a CLM funded church project in Laramba.



It is in the interest of GMAAAC, the CLC and CDRC to get a clearer picture of the number and types of projects CDRC can take on to avoid this situation in future.

CDU staff have identified high-level discussions between the CLC and CDRC as an important first step to better understanding these issues and to confirm CDRC's interest and capacity to continue partnering with the CD program. This could include clear identification of any new parameters or constraints on the types of projects CDRC can deliver and documenting an agreed way forward. This may be assisted by reviewing and refreshing the MOU between the CLC and CDRC, which previously served as a useful mechanism to support the CD program. Regular meetings between the two CEOs and senior staff included discussions about CD projects and issues as standing agenda items. Finally, CD staff have suggested that building relationships with CDRC Local Authorities and the CDRC Council, may be a useful strategy. The fact that some members of GMAAAC committees are also involved in CDRC governance and advisory groups should assist with this.

In addition to these strategies, the CLC may need to consider the broader issue of increasing project demand from the CD program, particularly in the Tanami, compared to the supply of potential partner organisations. Beyond CDRC, both WYDAC and CDU staff have identified emerging capacity and workload issues for WYDAC, which is another major CD program partner. WYDAC has flagged challenges as GMAAAC committees and government agencies increasingly look to it to deliver projects that are outside its core youth business. The challenge of a limited number of quality partners willing and able to deliver Aboriginal-funded initiatives is neither confined to one partner, nor to the Tanami, and this issue is certainly not new. Options for further addressing the issue of limited partner organisations are suggested in Section Four.





TeddyAnna and Deyonce  
Long painting a mural in  
Willowra with the  
WYDAC school holiday  
art program - July 2017

### 3.4 The Uluru-Kata Tjuta Rent Money Community Development Project (URM)

This 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 in which they live. These include selected communities in the south west of the NT and the Anangu Pitjantjatjara Yankunytjatjara Lands of South Australia, as well as across the region. 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.



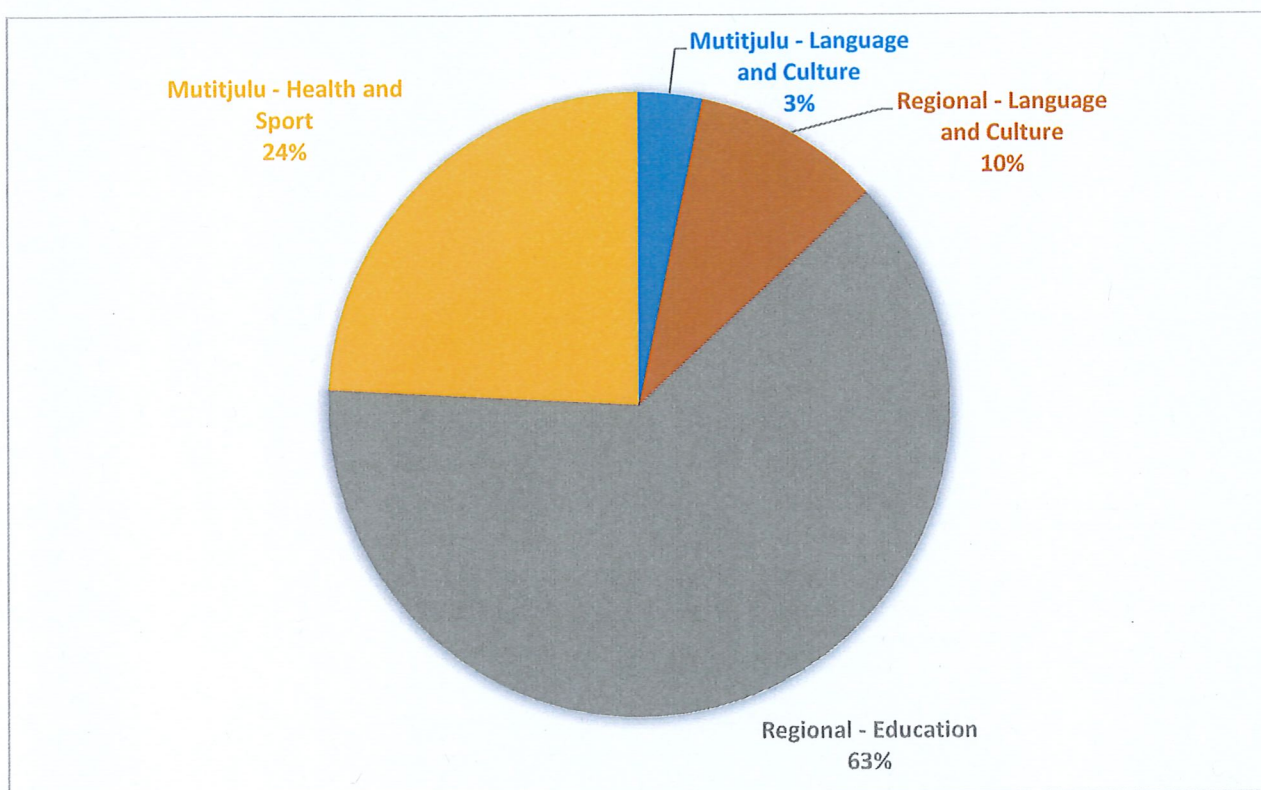
In 2017/18 \$1,486,136 was allocated to the following projects, which includes three projects in Mutitjulu (see Table 8). The majority of these projects have been funded for the next three years reflecting an increased trend for multi-year funding.

*Table 8: URM Projects approved for funding in 2017/18*

Location	Project	Organisation	Status	Objective
URM Region	APY Anangu bush trips 2018	APY Land Council	Approved	Language & Culture
URM Region	CLC Anangu Bush trips 2018	CLC - Land Management	In Progress	Language & Culture
Utju (Areyonga)	Tangentyere bush trips for Utju	Tangentyere Land and Learning	In Progress	Language & Culture
URM Region	Ara Irititja bilingual resources	Ara Irititja	In Progress	Education
URM Region	NPY boarding school support	NPY Women's Council	In Progress	Education
Watarrka	Waltja boarding school support	Waltja	In Progress	Education
Watarrka	Waltja strong young parents	Waltja	In Progress	Education
URM Region	Education Support	Ngurratjuta/ Pmara Ntjarra Aboriginal Corporation	In Progress	Education
Mutitjulu	Mutitjulu pool operations 2018-2019	CASA Leisure	Approved	Health - Sport
Mutitjulu	Mutitjulu Ceremony Project Summer 2017/18	Ngurratjuta/ Pmara Ntjarra Aboriginal Corporation	In Progress	Language & Culture
Mutitjulu	Mutitjulu Youth Bush Trips Project	MCAC	In Progress	Language & Culture



*Fig7 - URM Project funding approved by objective*



*Table 9: URM traditional owner, working group and informal consultations 2017/18*

Location	TO consults		TO Meetings		WG Meetings		Total
	<i>Jul - Dec 2017</i>	<i>Jan - Jun 2018</i>	<i>Jul - Dec 2017</i>	<i>Jan - Jun 2018</i>	<i>Jul - Dec 2017</i>	<i>Jan - Jun 2018</i>	
URM Region	2	14	1		1	1	19
Mutitjulu	4	4				1	9
<b>TOTAL</b>	<b>6</b>	<b>18</b>	<b>1</b>		<b>1</b>	<b>2</b>	<b>28</b>

There were 24 informal consultations with traditional owners in this period, compared to six in the previous year. One traditional owner meeting was held, as well as Mutitjulu working group meetings and a meeting of the relatively new URM regional working group, both of which are tasked with planning against set priorities. Both groups demonstrated increasing governance capacity in terms of members taking ownership and responsibility for decisions when they were challenged by senior traditional owners at the full group meetings. In two separate cases, a senior man was seeking to get resources that would benefit him personally. The working groups defended both the decision-making process and their past decisions.





*Strong Young Parents Project, Areyonga 2017*

It is significant that the regional working group is functioning so effectively given it has only been operating for two years - following a governance review process run by CDU with traditional owners in 2015/16. When the URM Project was first established, advice from other staff of the CLC was that a small representative group for the large URM project would not be effective. Careful work with traditional owners, including staff support encouraging reflection regarding governance strengths and limitations, has delivered an effective locally owned arrangement.

The focus within the broader URM project has stayed on regional initiatives with the potential to create broad benefit, unlike the first 10 years of the project which benefited fewer people with substantial funds directed to outstations. Regional project support continued this year in the areas of education (63% of funding) and cultural maintenance, funeral support and country visits (collectively 13% of funding). The remaining funding was to operate the Mutitjulu swimming pool for the next three years, and as for 2016/17, no homeland upgrades were funded.

Traditional owner feedback to staff suggests that the cultural maintenance, funeral and country visit projects are particularly valued for the benefits they are generating. It is likely to be too soon to see tangible benefits from the education projects.

A progress report on the Ara Irititja cultural database project indicates that it is a popular and well-used community resource when it is operating effectively, but a range of issues, from ensuring access is provided by host organisations, to internet connectivity and software/hardware failures, often prevent this. A new initiative funded in this period to develop a language and culture application for use by Anangu reflects a shift in focus away from providing physical database access to also having an online platform. This may address some of these issues, although an Internet connection will be essential to access the app.



Further operational funding for the Mutitjulu Tjurrpinytjaku Centre reflects the ongoing strong local engagement in, and ownership of, the community swimming pool, which was planned and built as part of the URM project. The pool hosted similar numbers of visits during its seven-month season as the previous year (approximately 6,800). The Yes School, Yes Pool program continued with strong guidance from the local Mutitjulu working group. Primary aged children attending after school remain the biggest user group, together with younger children and their parents on weekends. A small team of Anangu workers were employed at the pool on a casual basis and Casa Leisure, the pool operator, report that for the first time one person worked as a casual throughout the whole season. While this is positive, local employment levels – three people working a combined total of 128 hours over the season - are still well below what the working group and Casa aspire to. This has been an ongoing issue for this project since the pool opened five year ago despite many attempts, based on local strategies and knowledge, to solve it.

The other development for the pool project was that CLC secured a site in Mutitjulu for a pool manager's house. Planning has commenced, with the working group working with an architect on designs for a house that will be built with URM funds previously saved up and set aside for this purpose.



*CLC bush trip to  
Marura Karu, 2018*

### 3.5 Northern Territory Parks Rent Money project

The purpose of this project is to implement the CLC council resolution that all rent and income generated from 16 national parks, conservation areas, historic reserves and nature parks across the CLC region be used to benefit traditional Aboriginal owners of the land via community benefit projects. The project aims to achieve this by establishing a community development planning process with each of the groups, in order to achieve broad ranging social, cultural and economic benefit.

The project commenced in 2010 following two years of consultations with park traditional owners about the option of using future rent for community benefit. Based on the positive response from a



range of park traditional owner groups, the full council passed a resolution over two days at their November 2010 Council meeting to direct all rent to programs that benefit the Aboriginal community.

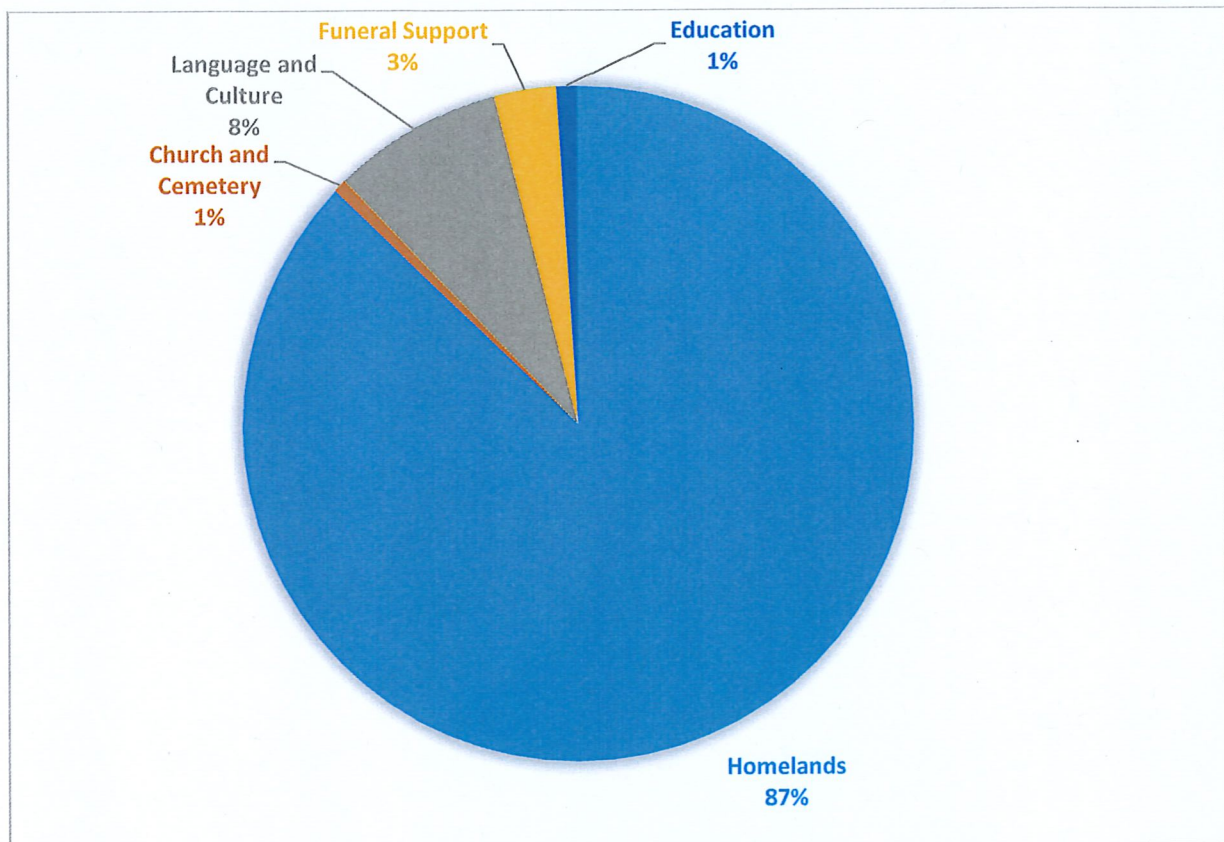
In 2017/18, collectively the 16 park traditional owner groups planned 20 projects, which they funded for a total of \$1,109,251 (Table 8). These are in addition to the 59 projects continuing from previous years.

**Table 10 – NT Parks Projects funded in 2017/18**

<b>Park</b>	<b>Project</b>	<b>Organisation</b>	<b>Objective</b>
Chambers Pillar	Alice Well Outstation Project	Tangentyere Constructions	Homelands
Finke Gorge	Alkarrintja Outstation project	Tangentyere Constructions	Homelands
Judbarra	Yarralin Graveyard Project - Additional Funds	IS Australia	Church & Cemetery Upgrades
Native Gap	Native Gap Ceremony support top up	Ingkerreke Outstations Resource Services	Language & Culture
West MacDonnell - West	Tjoritja Inkamala Funeral Support top-up	AAMC	Funeral Support
West MacDonnell - West	Inkamala Family Men's Ceremony Support project	Ngurratjuta/Pmara Ntjarra Aboriginal Corporation	Language & Culture
West MacDonnell - West	Mt Zeil Family Men's Ceremony Support project	Ngurratjuta/Pmara Ntjarra Aboriginal Corporation	Language & Culture
West MacDonnell - West	Tjoritja West Women's Culture Support project	AAMC	Language & Culture
West MacDonnell - West	Mulbera Homeland Project	Tangentyere Constructions	Homelands
Davenport Range	Kalinjarri Outstation Project	Tangentyere Constructions	Homelands
Karlu Karlu	Greenwood Outstation Project	Tangentyere Constructions	Homelands
Watarrka	Sandy Bore Power Upgrades	Ngurratjuta/ Pmara Ntjarra Aboriginal Corporation	Homelands
Watarrka	Iltjiltjarri Homeland Improvements	Ngurratjuta/ Pmara Ntjarra Aboriginal Corporation	Homelands
West MacDonnell - Central	Tjoritja Central Ceremony Support 2018 Allocation	Ngurratjuta/Pmara Ntjarra Aboriginal Corporation	Language & Culture
West MacDonnell - West	Education support project top up	Ngurratjuta/Pmara Ntjarra Aboriginal Corporation	Education
West MacDonnell - Central	Tjoritja Central Funeral Support 2018 allocation	AAMC	Funeral Support
West MacDonnell - Central	Kwala House	Tjuwanpa Outstation Resource Centre	Homelands
West MacDonnell - Central	House 7 Rainwater tanks and Guttering	O&E Engineering	Homelands
Finke Gorge	Inarlanga Latna Funeral Support Project Top Up	AAMC	Funeral Support
Finke Gorge	Inarlanga Latna Ceremony I Support Project	Ngurratjuta/Pmara Ntjarra Aboriginal Corporation	Language & Culture



*Fig 8 – NT Parks Rent Money approved by objective*



87% of funds approved from this income stream in 2017/18 were for homeland projects. This highlights the ongoing priority placed by Aboriginal participants on improving living conditions so that people can spend more time living on country with immediate family. This also means Aboriginal people can be away from conflicts that are more common in larger communities. CDU staff report that most of the homelands funded under NT Parks are relatively established and have permanent residents. Many projects involve upgrading housing, water and power supply infrastructure, enabling more people to return and live on them.

Some of these homeland projects include local employment in construction. It continues to prove difficult to capture employment outcomes for NT Parks and generally across the CD program, due to delays in receiving reports from partners, inconsistencies in partner reporting and some gaps in CLC's internal systems around seeking, capturing and collating employment data. However, the available data shows that at least 14 local people were employed on five NT Parks projects for a total of 1,590 hours in 2017/18. Tangentyere Constructions continue to deliver Aboriginal employment and on the job training outcomes, such as the employment of four people on the Greenwood Outstation Project using funds from Karlu Karlu NP. Their report notes that their commitment to engaging local Aboriginal people and supporting them effectively through appropriate supervisors/mentors is key to worker retention and other employment and training outcomes.

A project to develop a free interactive app for tourists visiting the Emily and Jessie Gap National Parks was completed and launched in September 2017. The primary intention is to educate tourists about the country and its stories so that they better understand its importance to traditional owners.



Building on this small \$34,000 project, which took four years to realise, the group is now planning a walking and cycling trail to attract more visitors to their country and hopefully create job opportunities in cultural tourism for their young people.



*Launch of the Anthwerke Emily Gap Interactive Tour App at Emily Gap, September 2017*

This year the CD Unit ran 83 consultations including 10 traditional owner and 23 working group meetings, plus 40 informal consultations for the NT Parks project.



*Table 11 – NT Parks traditional owners, working group and informal consultations*

NT Park	TO Meetings Jul - Dec 2017	TO Meetings Jan - Jun 2018	WG Meetings Jul - Dec 2017	WG Meetings Jan - Jun 2018	Consults Jul - Dec 2017	Consults Jan - Jun 2018	Total
Arltunga Historical Reserve	1				2		3
Chambers Pillar Historical Reserve			2		1		3
Dulcie Ranges NP					1	1	2
East MacDonnell Parks (Ryder)	1		1		1		3
East MacDonnell Parks (Williams)	1				1		2
East MacDonnell Parks (Oliver)	1		1				2
Ewaninga Rock Carvings C.R.						3	3
Davenport Range NP - Iyitwelepentye	1		2		1		4
Devils Marbles C.R. - Karlu Karlu		1	1		1		3
Kuyunba Conservation Reserve							0
Native Gap			1				1
West MacDonnell NP (Eastern)		1			3		4
Emily & Jessie Gaps Nature Park					2		2
Gregory NP - Judbarra			1	2		2	5
Finke Gorge NP - Palm Paddock			1	1	1	1	4
Finke Gorge NP - Inarlanga Latna				1	1	3	5
Finke Gorge NP - Boggy Hole					2	1	3
Watarrka NP	1	1		6		18	26
West MacDonnell NP (Western)			1			2	3
West MacDonnell NP (Central)			1	1		2	4
West MacDonnell NP - Full Meeting		1					1
<b>TOTAL</b>	<b>6</b>	<b>4</b>	<b>12</b>	<b>11</b>	<b>17</b>	<b>33</b>	<b>83</b>

The NT Parks project has always been a challenge for the CDU to adequately resource as it involves 16 park groups and relatively small amounts of money for each location. This issue is more pronounced where there are multiple governance groups and planning processes established and being supported by the CDU in one park. As shown in the table above, the East MacDonnell, West MacDonnell and



Finke Gorge national parks between them involve nine separate arrangements. In this reporting period the Watarrka traditional owner group went from working collectively, aside from a dedicated working group focused on regional education, to being organised into three separate family-based working groups. This means for the next two years the CLC will be responsible for organising and running meetings, plus planning projects, with four different Watarrka national park working groups with no increase in the amount of money available for projects. A similarly resource intensive approach has been adopted for Gregory or Judbarra National Park, with staff seeking to run concurrent planning processes with five different groups for five different locations, despite the overall amount available per year being less than \$30,000 in total.

Staff report that this change was made in the Watarrka case due to conflict within the broader group, which is made up of families, each with ownership of some of the land in the large Watarrka park area. They report that participants now feel much happier and in control as they are working at a more localised level with immediate family, on their priorities, which focus mainly on upgrading their family outstation.

The Watarrka situation is in contrast to the URM project changes of recent years, which has seen a move from a local, homeland focus to regional priorities and regional governance. This demonstrates the CLC CD approach's commitment to tailoring governance arrangements to local needs informed by local people's views. At the same time, it raises a question about the extent to which very localised control can deliver meaningful project outcomes, given the smaller the group the smaller their share of overall funding. This is a discussion that the CLC should continue to have with traditional owners, specifically with Watarrka traditional owners, when they review the current governance arrangement in mid 2019, and perhaps also with the traditional owners of the Judbarra National Park.



*Shorty, Freddy and Dale Mulladad at the Utyerrkiwe Outstation house project*



### 3.6 Community Lease Money Project

In 2007, as part of the Northern Territory Emergency Response (widely known as 'The Intervention'), the Commonwealth Government compulsorily acquired five-year leases over 20 ALRA and 10 Community Living Area (CLA) Aboriginal communities. In 2008 the government promised it would pay fair rent for these communities, and in 2011-12 approximately \$1 million was distributed to traditional owners of the 20 ALRA communities. Following protracted negotiations with the Commonwealth, Council and all affected Aboriginal land trusts in the CLC region accepted the Commonwealth's final multi-million-dollar five-year lease money offer in late 2012. Under this agreement, the CLC received one-off amounts of between \$202,000 and \$2.25 million per ALRA community to distribute "to or for the benefit of" traditional owners.

In November 2012, the full Council passed a resolution that at least half of the final valuation of the lease amount for all 20 communities would be applied to community purpose projects for the benefit of the traditional Aboriginal owners of the land. Council also resolved that communities which stood to receive over \$1 million could allocate no more than \$500,000 to individual distributions. These resolutions were developed over several months with input from executive members and supported by the executive at their meeting preceding the November council meeting. The intention was to promote the use of the money for community benefit and reduce disagreement and harm within groups. The Council resolution was passed unanimously, suggesting strong support from delegates for the community development approach and the recognised benefits for their communities. In addition, 10 communities on the Community Living Area (CLA) title decided to work with the CLC to use their five year and other lease income exclusively for the benefit of the community.

The change in remote community tenure arrangements, led by the Australian Government and The Intervention, has since meant that third parties (including government agencies) must negotiate leases with traditional owners over community land under section 19 of the Aboriginal Land Rights Act and pay rent. The CLC consults with traditional owners about the application of this ongoing rent or lease money, and how it can be split between individual distribution and community benefit.

The CLM Project works with both the one-off five-year lease money, the majority of which, approximately \$10.5 million of the original \$13.6 million, has now been allocated — and section 19 lease money. Regarding section 19 income, the project is supporting 10 CLA communities and 11 ALRA communities — both have allocated funds for community benefit in this period.<sup>11</sup>

The total approval of \$783,328 in CLM funding is almost \$200,000 less than 2016/17. This reflects the substantial five-year lease money income stream being largely expended. This is a significant achievement for the CLC and the CD Program given the large size and scale of this project. It also reflects: fewer communities choosing to allocate money for community benefit in this period (21 out of 31); less lease money attached to section 19 leases; and smaller proportions of lease money being directed to CD by 10 of these 21 communities compared to the expenditure of the five-year lease money. The substantial decrease in the amount of lease money now available to this project suggests the CDU may need to review and reset its approach for this project.

---

<sup>11</sup> This includes Kalkarindji which is not on ALRA land but receives half of the annual lease money for Lajamanu to apply to community benefit projects. The majority of traditional owners for Lajamanu live in Kalkarindji and they have made a decision to evenly share the benefits of the annual lease income for projects in both communities.



**Table 12 – CLM Projects approved for funding in 2017/18**

<b>Community</b>	<b>Project</b>	<b>Organisation</b>	<b>Objective</b>
Alekarenge	Funeral fund top-up	Central Land Council (AAMC)	<i>Funeral Support</i>
Alpururulam	Church Air Conditioner Project	Ben Olschewsky	<i>Church &amp; Cemetery Upgrades</i>
Alpururulam	Church Fire Safety Project	End Fire Engineering	<i>Church &amp; Cemetery Upgrades</i>
Alpururulam	Alpururulam Church Fencing Project	Ben Olschewsky	<i>Church &amp; Cemetery Upgrades</i>
Daguragu	Stage Shade Basketball Court Repairs	VDRC	<i>Sport &amp; Recreation</i>
Engawala	Engawala Sorry and Ceremony Project	Outback Stores	<i>Language &amp; Culture</i>
Engawala	Engawala Sports Carnival Project	Outback Stores	<i>Sport &amp; Recreation</i>
Epenarra	Church Landscaping	Julalikari Council Aboriginal Corporation	<i>Church &amp; Cemetery Upgrades</i>
Epenarra	Church Equipment Project	Wycliffe Bible Translators Australia	<i>Church &amp; Cemetery Upgrades</i>
Epenarra	Epenarra Football uniform	Australian Green Properties Pty Ltd	<i>Sport &amp; Recreation</i>
Imanpa	Insurance of rec hall	TBA	<i>Sport &amp; Recreation</i>
Imanpa	IDA Governance and Bookkeeping	Ngurratjuta/ Pmara Ntjarra Aboriginal Corporation	<i>Business / Employment Support</i>
Imanpa	Church upgrades and improvements	Tangentyere Constructions	<i>Church &amp; Cemetery Upgrades</i>
Imanpa	Church sound system	Finke River Mission	<i>Church &amp; Cemetery Upgrades</i>
Imanpa	Laundry block project	Tangentyere Constructions	<i>Other Building &amp; Construction</i>
Imanpa	Imanpa Laundry Block Water Allowance	Imanpa Development Association	<i>Essential Services</i>
Kalkarindji	Ranger Bush Food Project	Murnkurrumurnkurra Gurindji Rangers - CLC	<i>Education</i>
Kaltukatjara	Church Lights Project	Clark LEC	<i>Church &amp; Cemetery Upgrades</i>
Lajamanu	Intensive Family Support Service Program Vehicle	WYDAC	<i>Other Building &amp; Construction</i>
Laramba	Community Inc. Audit	TBA	<i>Governance</i>
Laramba	Church Power Cards	Laramba Community Store AC	<i>Church &amp; Cemetery Upgrades</i>
Laramba	2018 Sport Project	Laramba Community Store AC	<i>Sport &amp; Recreation</i>
Laramba	2018 Community Bus R&M	Laramba Community Store AC	<i>Community Transport - General</i>
Laramba	2018 CAFL Fees	AFL NT	<i>Sport &amp; Recreation</i>
Laramba	Laramba Air - Conditioning Project	Tangentyere Constructions	<i>Other Building &amp; Construction</i>
Laramba	Women's Ceremony Shelter	Tangentyere Constructions	<i>Other Building &amp; Construction</i>
Laramba	Laramba Church Seating	Central Desert Regional Council (CDRC)	<i>Church &amp; Cemetery Upgrades</i>
Laramba	Laramba Community Trailers	Laramba Community Store AC	<i>Community Transport - Sport</i>
Ntaria	School Holiday Program 2018	Mac Donnell Regional Council	<i>Education</i>
Ntaria	School Sports Academy	Wanta Aboriginal Corporation	<i>Education</i>



Ntaria	Language & Culture Centre Upgrades	Tangentyere Constructions	<i>Language &amp; Culture</i>
Ntaria	Bethlehem Church Toilet Block	Tangentyere Constructions	<i>Church &amp; Cemetery Upgrades</i>
Titjikala	Titjikala Funeral Support Project	AAMC	<i>Funeral Support</i>
Titjikala	Titjikala Pukultu Inkanyi Choir Project	Ubuntu (Robyn Manley)	<i>Language &amp; Culture</i>



*Laramba Cowboys Football team winning the premiership cup with support from the Laramba Community Lease Money 2018 sport project*

The project workload remains at a similar level to the previous year, with 34 projects planned and funded. This is slightly up from 29 projects, but significantly lower than the 89 projects funded in 2014. As noted earlier in this report, the average dollar value of CLM projects funded this year was comparatively low at \$23,039.

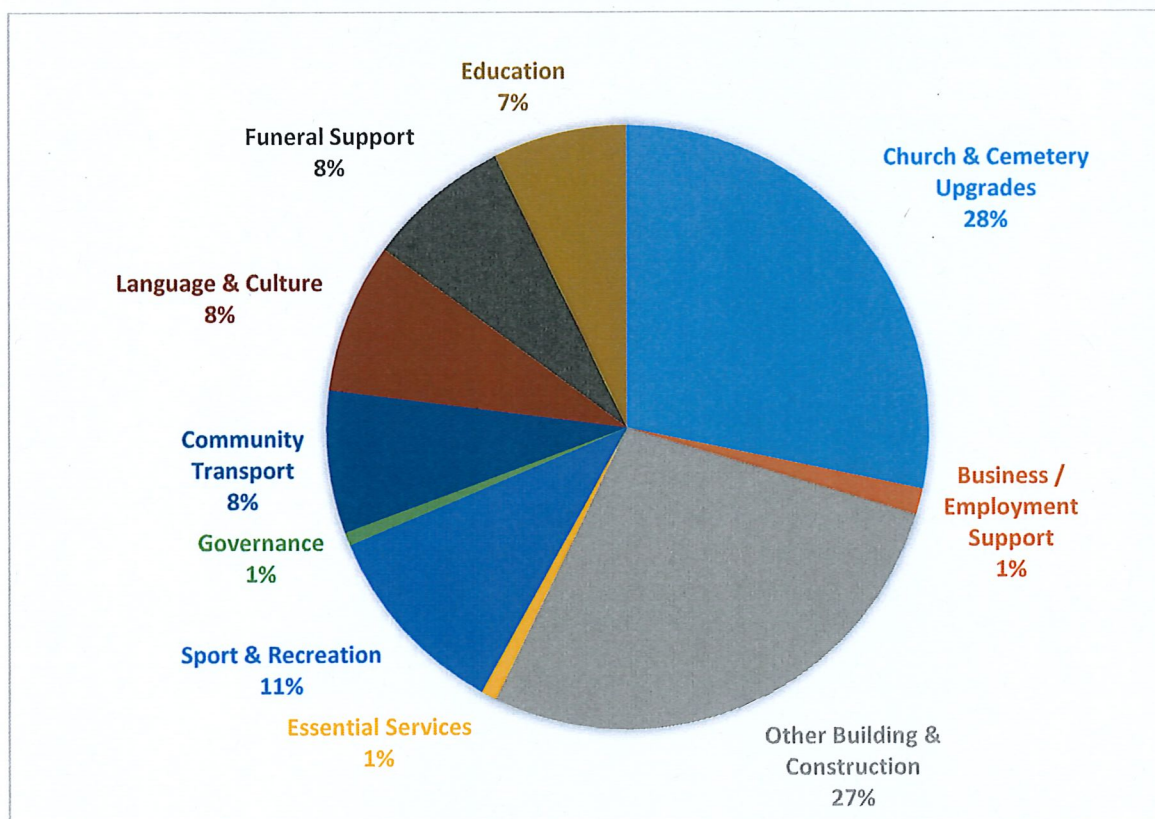
Church and cemetery upgrades accounted for 28% of this expenditure and other building and construction projects made up 27%. Local Aboriginal employment remained a key priority in most projects, particularly construction projects. In one example, Arid Edge Environmental Services exceeded their employment target with nine people employed to work on a church landscaping project in Arlparra over eight weeks. This went beyond the five people they were contracted to employ for six weeks, and is a good example of what can be achieved when partners are committed to delivering on Aboriginal employment. Unfortunately, partner reporting is generally limited, so while the CLC gets feedback from working group members that local people are being employed, there continue to be challenges in accurately tracking employment data and reporting on employment outcomes.

As was the case last year, projects are being funded that benefit a wide range of people. This is a move away from previous CLM funding decisions in some locations that targeted money towards community transport projects benefiting fewer people. In 2014, of the 89 projects funded, 26 projects (29%) were focused on community transport – meaning generally that community buses were purchased and operated, many of which had a limited lifespan, despite there being budget for repairs, maintenance plans and budgets.



In 2017/18 only two, or 5%, of the 34 funded projects had a community transport objective. This may be partly due to communities choosing to opt into the CD Program with section 19 income in this period on the basis that vehicles would not be purchased. This shows good development practice by the CLC who communicated the limited lasting community benefits of vehicles purchased under the CD Program. This communication enabled groups to make informed decisions on whether to opt in or out of the program. It is significant that half of the ALRA communities chose to continue working with the program on a 'no vehicles' basis. This suggests many groups are reflecting and looking for stronger and more sustainable outcomes.

*Fig 9 – CLM funding approved by objective*





**Table 13 – CLM Project Community and working group meetings, plus informal consultations**

Community	WG Meetings		Community Meetings		Consults		Total meetings
	Jul - Dec 2017	Jan - Jun 2018	Jul - Dec 2017	Jan - Jun 2018	Jul - Dec 2017	Jan - Jun 2018	
Alekarenge				1	2	2	5
Alpururulam	2						2
Amoonguna							0
Ampilatwatja		1		1			2
Areyonga							0
Arlparra		1		1			2
Atitjere					1		1
Daguragu	2						2
Engawala	1			1	1		3
Haasts Bluff			2			1	3
Imangara					1	1	2
Imanpa	1		2			1	4
Kalkarindji	2	1		1		1	5
Kaltukatjara							0
Kintore							0
Lajamanu	1		1		1		3
Laramba	1	1	2	1			5
Mt Liebig							0
Ntaria	1	2			2	4	9
Nturiya	2				1		3
Nyirpi	2	1					3
Papunya							0
Pmara							
Jutunta			1				1
Santa Teresa	1					1	2
Tara				1	3		4
Titjikala	1				2		3
Wallace Rockhole						7	7
Willowra	1						1
Wilora			1				1
Wutunugurra			1				1
Yuelamu							0
Yuendumu							0
<b>TOTAL</b>	<b>18</b>	<b>7</b>	<b>10</b>	<b>7</b>	<b>14</b>	<b>18</b>	<b>74</b>



It is worth noting that seven consultations occurred with members of the Wallace Rockhole traditional owner group. A long-standing conflict between resident and non-resident traditional owners has prevented any projects being planned and funded since the CLM Project started in 2012. Extensive work was done by the CLC legal section and CDU, with support from one Wallace Rockhole traditional owner who is considered neutral by all parties. This led to an agreement to split the rent money between the two groups. Further work was then by CDU, again supported by this traditional owner, to start setting up governance arrangements to plan and fund projects. Although this is more resource intensive than working with one governance group, in this instance the CLC's assessment was that working together was not a possibility.

Alpurrurulam, Titjikala and Ntaria were selected as CLM Project locations for monitoring this year - Alpurrurulam because it has not yet been the focus of monitoring and Titjikala and Ntaria as a follow up to monitoring in 2014. Unfortunately, the number of locations included in additional monitoring, the days the researcher could spend in each location and the sample size, were limited this year by reduced funding for this work.

The purpose of monitoring in three locations was to understand what people saw as the major benefits from the community development process and projects, plus their ideas for future projects. A secondary purpose in Titjikala and Ntaria was to explore whether the factors identified as contributing to success in 2014 were still evident, and whether key issues raised had been addressed. A standard list of interview questions, structured to elicit traditional owner understanding of the projects, their aspirations in terms of future funding, their opinions on governance processes and their perceptions of CLC's support were used across all interviews. Additional questions following up on strengths and problems identified in 2014 were asked in Titjikala and Ntaria (See Annex One).

The following information summarises the major responses from each of the locations.

### *Alpurrurulam*

Alpurrurulam, or Lake Nash, is a Community Living Area in the far north east of the CLC region close to the NT – Queensland border. Since the CLM project started working with Alpurrurulam in (2012/13) a total of \$963,617 has been available for community benefit, which includes five-year lease money, section 19 lease money and bank interest. To date \$756,193 has been allocated to nine projects, seven of which have focused on building and running a community church and two on improving water quality in the community. A working group of eight members is responsible for planning while the directors of the Alpurrurulam community association who hold the land tenure make the final funding decisions.

Interviews were done in one day with 12 people (six women and six men); seven over the age of 50, four over 40 and one in their 30s. Five were working group members and seven were community members. Time restrictions meant that the researcher spoke to eight of the 12 people together outside the shop, suggesting this was more along the lines of a group discussion.<sup>12</sup>

---

<sup>12</sup> The views expressed in this group discussion were notably more negative than in any of the other interviews done in this round of monitoring, with the discussion dominated by several powerful participants. It is possible that having set this tone, it was difficult for other less powerful people to counter it. This suggests wherever possible the CLC should stick with the approach of one-on-one or small family level discussions, rather than larger discussions in public spaces that are unlikely to generate quality data.



All respondents, except for one, had some awareness of the church projects. Most people were positive about what had been achieved in building the church, including in terms of local employment. At the same time, there was some concern about the cost and lack of local employment in the church fencing project.

*"Church is good. We got people coming there, doing things, so that's really good." (Female working group member)*

*"Church, everyone was happy for that church because we have funerals. We got a lot of visitors come for the church, even had people from overseas." (Male working group member)*

*"The church has been the main thing and the fence. Everyone has a church in every town. We gotta have a church." (Male working group member)*

*"Fencing one, we're not really happy with that. Think they charged too much." (Male community member)*

One respondent, a working group member, expressed dissatisfaction that the fencing contract went to what they described as an 'outside contractor' who employed Aboriginal people 'from elsewhere'. CD staff have clarified that the contractor is local. The contractor is the same one that oversaw the construction of the church, with four local workers employed for this construction project. The project report states that two of these same local men were employed for 24 days each to build the fence.

There was less knowledge of the water infrastructure and treatment projects and mixed views about their benefit.

*"Water treatment is alright. That water is a bit more clear than before. Some of the old people reckon that the medicine stuff we put in the water, it's been good for old people." (Female working group member)*

*"They said something wrong with the water, but no one tells us". (Male community member)*

*"I didn't know about the water treatment project." (Male community member)*

There were a range of views on the quality of the decision-making process and the way the CLC is supporting decision-making.

*"I reckon it works. People get to have their say, they run it really good... The CLC are really good to work with people." (Male community member)*

*"It's been good because we like to know where the money comes from and where it's going to, and watch how it builds up. It makes them feel happy because they know they're saving up for something." (Female working group member)*

*"Everybody gets together to make decisions They are talking about everything to spend money. Its working well so far, they all get a say. They get together and work it out." (Female community member)*

*"I think we're pretty happy [with the way the CLC organises meetings]. Nothing been knocked back, only that water problem." (Male working group member)*

The views of a small number of respondents on the quality of the CLC-facilitated decision-making process appear to be linked to the perceived value of project outcomes, and the extent to which they, as individuals, can determine them. For example, some respondents were positive about the CD



process in relation to the church construction project, which delivered local employment and a tangible outcome, less positive on the church fencing and water testing, and critical of the CLC's work in relation to a proposed bus project, which has not progressed due to the lack of a project partner.

*"Sorry to say this but why do the CLC decide? They just stop us getting things. It's supposed to be our money, they're supposed to be helping. Like getting that bus." (Male working group member)*

*"They hear but they go back to the office and come back and say, 'We can't do this because of something.'" (Male community member)*

Some respondents see value in the process only when it delivers decisions and outcomes they individually want to see and seem to have a limited sense of broader community benefit. Further work could be done through increased engagement in this location to build understanding of and trust in the CD approach.

In terms of future priorities, a swimming pool for the children and education and employment for young people were the most common aspirations. Other ideas included a funeral fund, a bus, an internet hotspot and support for the football carnival.



*Trevor Age and Matthew Long working on the Alpururulam CLM Church fencing project*

### **Titjikala**

Titjikala is a Community Living Area two hours from Alice Springs. It has had a combined total of \$687,636 to allocate under the CLM Project. The community set up an 11-member working group to plan projects, but meetings are open to all community members, and funding decisions are made by the Titjikala land tenure holding corporation.



When 2014 monitoring was conducted in this community five projects had been approved including: a bus project for football and sports carnival transport; a fuel fund for the bus; registration fees and new uniforms for the local football team; band equipment and a pool table; and, upgrading of the football oval and softball field. Since then four more projects have been funded taking total project expenditure to \$482,901. These include: church renovations, church equipment, and support for funerals and a community choir.

Interviews in Titjikala were also done in one day, which meant it was possible to interview six working group members, but no community members. Of the six people interviewed there was an even gender balance, and an even split with half under and half over 50 years of age.<sup>13</sup>

All respondents were aware of at least some of the projects funded to date, with the bus, football and softball fields, church upgrade and choir the most commonly mentioned. The upgrade of the sports fields and the church were seen as the projects that delivered most benefit, including being sources of pride for the community.

*"We're happy with the nice church. Even the football oval looks like a football oval. It's all the lease money. It's good, quite a handy thing. It's good for the community." (Female working group member)*

*"One lady from Alice Springs is doing the choir practice. It's really good what she's doing, teaching those kids how to sing." (Female working group member)*

*"We are proud of how we spend our money. If it went in our pockets we'd have nothing. We wouldn't have a footy oval that looks really deadly." (Female working group member)*

The bus was the most contentious project. It seems the working group have not been able to resolve the problems they identified back in 2014, perhaps in part because there is no consensus on the solution.

*"Every time we put it in the garage we spend money, that's too much. That bus is too old for us, nothing changed. We need a proper bus, we need to sell the bus and get another one." (Working group member)*

*"We need to leave it for a little while. Give [bus project] a rest because we've been wasting money on it. We've got to spend money on Titjikala... One other guy was saying get a brand-new bus, but we had a brand-new bus and it got wrecked." (Working group member)*

*"It's a big problem with the bus. I just sign off on it and away they go. I don't know how it turned out like this, the battery gets stolen. Things haven't changed with the bus... [Community member] just wants to jump the fence and get a new one... they don't know how to look after it." (Working group member)*

*"To be honest we wanted the bus to die so our problem is gone... If there's a rule in there [CLM Project policy] that says, 'Don't buy a vehicle', it will help us if vehicles are out of that... If they could take the bus off, because it eats up the money we've got." (Working group member)*

The last two comments indicate that people feel they have little ability to influence the way the community uses the bus or the working group's decisions on bus funding. One respondent admitted to approving bus use despite knowing it will likely involve a 'joy ride' and not be looked after. This

---

<sup>13</sup> Quotes are not attributed to male or female respondents for this community as the numbers are too small to protect confidentiality and ensure respondents are not identifiable.



challenge of holding other community members to account, whether they are family or un-related, is evident in many Central Australian Aboriginal communities, particularly when it comes to managing vehicles funded through the CD program. In Titjikala this may be more difficult as the key supporter of buying another bus is a traditional owner. With non-TO working group members feeling they have less power in decision-making. Although, as noted previously, the number of vehicles being purchased under the CLM project has declined significantly. Yet, the CLC may want to consider changing the CLM project rules so that vehicles cannot be purchased. Alternatively, the CLC may consider applying a no-vehicle rule when new groups look to join the CD Program.

Strong community leaders were again seen as having a key role in what is being achieved, although some concerns were raised about dominant traditional owner leaders not always allowing others to have their say.

*"Everything's good, all the same since 2014. Same people working together, we're strong."*  
(Working group member)

*"Some people have their own agenda but most of them are strong leaders. Some of them speak for themselves. People don't want to make trouble, so they go along."* (Working group member)

In one respondent's view, the working group has changed for the better with women becoming increasingly vocal and holding the men to account on delivering broad and lasting benefit.

*"I think it's changed because women are having more voice, like they're speaking up now...."*  
(Working group member)

This person also felt that being able to meet ahead of working group meetings would assist with the quality of project ideas tabled and decision-making. They suggested that the CLC send the agenda ahead of time, so people have time to meet and discuss their ideas in preparation for the formal meeting.

Views on the decision-making process and CLC's role were generally positive, although three respondents suggested that in some cases staff influence decisions and prevent the community from progressing their ideas.

*"It's a good process. We sit down and say 'yes', they [community] are happy. We're not doing it for us. We're doing it for our kids and family. All of us, for Titjikala people... It's good getting information from the CLC when we need it, everything is okay, it's good."* (Working group member)

*"The Land Council does support us. Having the members gives us a voice on how to spend the money and have a better community. With regional councils we have tied money, but we can spend [this] money on what we want. It's for our community. It makes us proud that we've done this."* (Working group member)

*"Land Council needs to listen more, actually, they do listen, but they don't do it... Land Council doesn't say 'no'. They'll probably say, 'that'll cost too much', and they'll say spend it on something small."* (Working group member)

*"We've been talking to Land Council. They write it down, screw up the paper and chuck it in the bin... We want to hear about that solar, what's wrong with the solar?"* (Working group member)

As was the case in Alpururulam, there is some dissatisfaction with the CLC and the CD process when specific project ideas aren't realised, even though working groups not staff decide what projects to



fund. CD staff may need to do more to ensure working group decisions are transparent, including to working group members themselves. Recording working group decisions on paper during meetings, photographing these decisions and including these visuals in regular project newsletters may assist.

There were a wide range of ideas for future projects in Titjikala some of which centred around young people. Ideas include a youth space with computer and internet access, a recording studio, more band equipment, school excursions for children regularly attending school and increased employment opportunities such as funding ranger jobs at Chambers Pillar. Other priorities for several respondents was a boundary fence to keep cattle out of the community and repairing the community bore. One respondent spoke strongly about the need for one or two new community buses, which suggests this project idea is likely to continue to be raised in future planning meetings.



*Titjikala CLM  
football field  
upgrade project  
2016*

### **Ntaria**

Also known as Hermannsburg, Ntaria is a large ALRA community 1.5 hours West of Alice Springs. Prior to any council resolution, in April 2012 a meeting of Ntaria traditional owners allocated \$1,108,513 of their five-year lease money, and all of their section 19 lease money for three years, to community benefit projects. This was the biggest lease money allocation towards community benefit projects by a community prior to the November 2012 council decision. It was also consistent with the council's subsequent resolution that no more than \$500,000 could be for individual distribution. In total \$1,656,007 was available from the five-year lease money plus just under \$1million from other lease income and accumulated bank interest. This means that since the CLC started working with Ntaria, there has been approximately \$2.5 million available for community benefit.

A working group of predominantly traditional owners was set up at the April 2012 meeting, which did not involve other Ntaria community members. Traditional owners felt strongly that leasing and lease money was their business to deal with, other community residents were not invited to be involved. The CLC's CD approach starts with traditional owners, and while inclusive processes are encouraged



due to the value of having different perspectives and the potential to promote community cohesion, traditional owner views on who should be involved are respected. In Ntaria, traditional owners determined that the seven-member working group (all traditional owners and men, except for one) would be delegated the authority to plan and fund projects. The down side of this arrangement is that there has been limited community input around the work and limited accountability to the wider community for project outcomes. This seems to have been a deliberate move by traditional owners, due to ongoing conflict in this community, with the traditional owners ensuring that this conflict does not affect funding allocation decision-making process.

Monitoring of the CLM project in 2014 indicated that the Ntaria working group had met 15 times and approved nine projects. These included:

- A healthy living sports carnival (2013 and 2014)
- Funeral fund
- Emergency beacon
- Community bus
- Cemeteries upgrade
- School excursion
- Outstation repairs
- Church hall survey
- Language bush trips and learning materials.

Since December 2014, a further 14 projects have been planned and funded:

- Ntaria events 2015-2016 project
- Ntaria events transport project
- Anildika cultural counselling equipment
- Ntaria Lutheran pastor's vehicle
- Ntaria Gospel music equipment
- Headstone (Cemeteries stage 2)
- Korporilya fencing - wages
- Football Club Room Construction
- School Excursions 2018-2020
- School Holiday Program 2018
- School Sports Academy 2018
- Football Club Room Operations
- Language & Culture Centre Upgrade
- Bethlehem Church Toilet Block.

2017/18 monitoring interviews were done over two days with eight working group members (one who is a proxy) and four community members.<sup>14</sup> Most respondents were over 50 years of age, with four between 30 and 50.

---

<sup>14</sup> Of these 12 respondents, only two are female, therefore to protect their confidentiality comments are not attributed by gender for this community.



All respondents interviewed were familiar with some of the projects funded to date, with the cemetery upgrade, church support, school excursions and community bus most commonly given as examples of projects that had created positive benefits.

*"You can see that cemetery project, sometimes I had 9-12 young blokes working with me... Oh, they [community members] are getting shocked and looking at it and looking round where family is buried. It's the talk of the town. Things have changed a lot." (Working group member)*

*"... like with the cemetery. Too boring sitting around at home. If you do something, you have a yarn and talk to someone else. Working together, talking and making friends." (Working group member)*

*"I'm happy sending kids to somewhere [on school excursion]. All them young girls are asking me. We started talking about, they want to see Sydney and the sea... We never saw the sea when we were at school." (Working group member)*

On the other hand, the community bus project was seen as problematic by some respondents, while the football club rooms and Korporilya fencing projects were considered by some not to have delivered benefits because they have either not commenced or been fully completed.

*"We are still talking about that football clubhouse. And for community bus, we said it's not for ceremony or whatever. We talked about going on Sunday, bringing old people to church, but that hasn't happened." (Working group member)*

*"Community bus, people argue about that, not sharing it around." (Community member)*

There was a strong theme throughout the interviews that the CLM project had contributed to positive community change:

*"Well, there's been a lot of work put in and a bit of funding they had to allocate. The community did change, a lot of things. They are happy, I never heard people complaining. They look like they're moving forwards, their lives and the community." (Community member)*

*"We wanted to get this intervention up and running and make a lot of changes. There used to be nothing, but we made things really work for Ntaria. A lot of really good thing, positive things... We didn't know the lease [project], but now we are understanding what lease can do, make changes." (Working group member)*

*"They're happy, community people. It's changed things in a good way for the community." (Community member)*

All respondents understood the process and were generally positive about the working group's role in making plans and decisions, with strong and cohesive leadership again seen as a key contributing factor.

*"They directly do the right thing, supporting each other and putting funding where the projects are." (Community member)*

*"We're doing a good job too. We need to record things, how the projects are going and who is going to lead the projects... We meet about three to four times a year. It's the same like we pass resolutions like with the [CLC] Council meetings." (Working group member)*

*"They are the same today. They're all working together. They tell people in the community what's going on with those projects." (Community member)*



The two younger working group members both talked about the leadership skills they are gaining by being involved.

*"The meetings are good. Like for me to know how to come to be like a leader. We talk about community, how we can make things in community for people. It's a good process." (Working group member)*

Respondents were clear that it is the working group that makes decisions, while the CLC's role is to facilitate the process, ensure rules are adhered to and document where things are up to.

*"Sometimes it's hard. Another working group [member] deciding 'not this one [project]', it's pretty hard sometimes. Land Council are always there. We have rules and everything, it's easy to follow the rules." (Working group member)*

*'That's good. They [CLC] tell us how much money there is and how much we already spent. The words are clear, like 'this money is already spent and we gotta spend money on this one and this one.' ... for me it's clear because it's all on paper." (Working group member)*

*"Land Council has been pretty good. Setting things up and talking to community people about the projects and what's happening. They have always been supporting the working group all the time and for all the meetings." (Community member)*

One working group member made a similar suggestion as was made in Titjikala, that the working group should get together ahead of CLC convened meetings to discuss and prepare. This is a sign of increased governance capacity as people start to think about how they can drive their own planning and development to extend the CLC process and get better outcomes for their community.

Two community members felt that the working group don't give them enough information about what's happening, while the other two reported the working group does keep them informed.

In terms of improvements to the process, the following suggestions were made: that the CLC gets projects happening more quickly (although this may not be possible due to limited CLC resources); that the CLC should tighten up the rules around project partners who don't deliver possibly using a 'three-strikes' system so people learn from their mistakes and money isn't wasted; and that the CLC works harder to schedule meetings when the working group requests them.

Respondents were asked about the issue identified in 2014 of limited female involvement in the project, particularly the working group. Even today, the working group has just one woman. While this situation has not changed, 10 out of 12 respondents supported more women coming onto the working group. Four people (including men) acknowledged how difficult it is for the one female member, which was described as 'not fair'.

While some people were not sure how to address the issue and suggested holding a community meeting to discuss it, others talked about the need for a gender balance on the working group. One male working group member acknowledged that the current working group make-up, being mostly men, is likely to prevent women from joining due to the potential for their husbands to become jealous. Two men suggested that the working group should move to being 50/50 men and women split. Another respondent pointed out that this is how other locations operate and that they had seen it in photos of other working groups on the back of CLC CD newsletter. Two men did not support more women coming onto the working group because they thought they would bring new ideas and change things, which they felt wasn't necessary as things were working well.



Although the sample is small, most respondents supported more women coming onto the Ntaria working group. Given there are still unallocated funds and ongoing projects which the working group needs to oversee, the CLC should consider how best to address this issue with the current working group members.

As was the case in the other two CLM locations, many of the ideas for future projects were focused on children and young people, including education, sports infrastructure and training and employment. Putting grass and lights in at the oval were mentioned by multiple respondents, as was the idea of a community swimming pool and a school holiday program. Two people suggested buying another community vehicle to take kids out hunting and one person suggested setting up a recording studio for youth. Another respondent suggested additional support for old people by expanding the aged care building. One person thought it was important to save the money and let it build up.



*Local crew working on the Ntaria Cemetery project 2016*

### Discussion of the CLM Project

Bearing in mind the small sample size, there were some observable differences between Ntaria and the other two CLM project locations monitored this year. In Ntaria there was a strong sense that through the CLM project people were able to drive positive change in their community. Both the working group and community members were clear and positive about the decision-making process, with responsibility for project decisions seen as sitting firmly with the working group. With the exception of one community member, whose views appear influenced by his dissatisfaction with the CLC's approach to traditional ownership in Ntaria, the CLC's role was otherwise described very positively. Most described the CLC's role as being one that regularly provides people with clear, written and financial information so they can make good decisions.

This is somewhat different to Alpururulam and Titjikala where it was observed that both working group and community members were critical of the decision-making process when it did not deliver the projects they wanted, or all of the outcomes people had hoped for.<sup>15</sup> In Alpururulam and Titjikala there appears to be less ownership of decisions and willingness to take responsibility for project outcomes than was observed in Ntaria. Further, while there were positive examples of project benefits

---

<sup>15</sup> A minority of respondents extended this criticism to the CLC, where projects didn't deliver outcomes, but most respondents were positive about the CLC even where they were unhappy with the process.



in these two locations, overall there wasn't the same sense as was evident in Ntaria that the CLM project had enabled people to drive and sustain positive community-level change.

This difference may be explained by a number of factors. First, Ntaria had approximately twice as much money for community projects as the other two locations, resulting in substantially more projects being delivered in Ntaria. Second, in 2017/18 CD staff conducted nine consultations in Ntaria, compared to three in Titjikala and two in Alpurrurulam. Ntaria has had a much higher level of service this year than the other two locations, which is no doubt part of the reason people have a clearer understanding of the process, including their roles and responsibilities in decision-making, and the progress of each of their funded projects. Another explanation may be the communication tools the CD team is using in each location, with more evidence of visual communication tools being produced for Ntaria than the other two communities. Finally, CD staff point out that most of the Ntaria working group members also sit on governance groups as part of the NT Parks project and are more familiar and comfortable with the CD process. This may give them a stronger sense of ownership of both the process, decisions made and outcomes.

This raises questions for the CLC about the minimum amount of income needed to deliver on basic community expectations, *together with* the number of consultations needed per year in each location to maintain community engagement, understanding and ownership.



*CD officer Dave Howard with Alekarenge CLM working group members Peter Corbett and Graham Beasley presenting on Alekarenge CLM work at the ACFID Community Development Forum November 2017.*

### 3.7 Other Projects

In addition to the six major regional projects discussed in the previous sections, the CD Unit also manages a range of smaller and/or emerging areas where traditional owner groups have decided to allocate their income to community projects. In 2017/18 this saw the CD program working with eight groups to develop community initiatives funded by mining exploration, investment income and other compensation and land use payments. This includes:

- Rover CD Project,



- Wangarri-Kari CD Project,
- Nolan's Bore CD Project,
- Twin Bonanza CD Project,
- Loves Creek Project,
- WOEDAC Project;
- Yuendumu Roadworks Compensation Project; and,
- Kurtinja CD Project.

Collectively these groups allocated \$572,334 to six projects.

*Table 14 – Additional Projects funded in 2017/18*

CD Project	Project	Organisation	Objective
Rover	Pawurrinji Funeral, Ceremony and Sorry Support Project	Ngurratjuta/ Pmara Ntjarra Aboriginal Corporation	Funeral Support
Nolan's Bore	Funeral Support - Glenn Family top up	Central Land Council (AAMC)	Funeral Support
Twin Bonanza	Ngulupi Outstation Renovation Project	Tangentyere Constructions	Homelands
Twin Bonanza	Ngulupi Bore Equipment Project	Wirrimanu Aboriginal Corporation	Homelands
Rover	Outstation Power and Maintenance project	TrueValue Hardware	Homelands
Rover	Ngappamilarnu Road Grading	Tennant Creek Rangers	Essential Services

Funding under these income streams is generally small and is focused around funeral support and outstation upgrades.

Table 15 shows that the CD Unit did 15 consultations across five of these groups, including two traditional owner meetings, eight working group meetings and six informal consultations. Lack of staff resources meant that no consultations took place for three projects (Nolan's Bore, WOEDAC and Yuendumu Roadworks Compensation).



*Table 15 – Traditional owner, working group and informal consultations to support other income stream governance*

Project	TO Meetings		WG Meetings		Consults	
	Jul - Dec 2017	Jan - Jun 2018	Jul - Dec 2017	Jan - Jun 2018	Jul - Dec 2017	Jan - Jun 2018
Rover Mine			1		2	
Wangarri-Kari				1	1	
Twin Bonanza	1		2	1	1	
Kurtinja			2	1		1
Loves Creek						1
<b>TOTAL</b>	<b>1</b>		<b>5</b>	<b>3</b>	<b>4</b>	<b>2</b>

The workload associated with these smaller income streams remains high, as the CLC continues to provide the CD option to new groups. This option is generally applied to groups that have at least \$200,000. In some cases, however, groups with less money are given the option if there is an established CD governance group that funds can be applied through.

In this period, CDU presented the CD Program option to a new group of traditional owners who may receive substantial future royalties from a new mine near Finke. Traditional owners were very positive about this opportunity and made a decision to allocate a substantial sum of future income to community projects. Another three traditional owner groups receiving payments from a gas pipeline considered but did not take up the CD option. In two of these cases, the CDU assisted groups to cost works for two projects.

It may be that as the CLM project workload declines, with fewer communities choosing to stay involved, this approach of continuing to take on new groups can be sustained. However, given finite staff resources, the CLC should review its capacity to provide the CD Program option to all new groups. The CLC may need to limit taking on new groups, and instead focus on supporting groups with confirmed, ongoing substantial income streams.

#### 4. General discussion

##### CD Program objectives

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



Overall Aboriginal people continue to be actively engaged in CD processes, managing their own resources and maintaining a high level of ownership and control. The CD Program provides many opportunities for Aboriginal people to manage their resources, with new groups expressing an interest to be involved. This is highly significant given the ongoing Central Australian context of Aboriginal people generally having limited control in a very disabling environment.

WETT has continued to have strong ownership and control, particularly related to governance, demonstrated through the consideration and implementation of recommendations of the 2017 WETT review. Careful work has been done to increase the number of people involved in WETT governance, with current Warlpiri WETT AC and Kurra Directors paying considerable attention to the desired skills and qualities of committee members, engaging young people for succession planning, and implementing a comprehensive community election process. Community engagement has also increased with additional public WETT meetings. There were also some signs of the CLC and Warlpiri working together to address partnership issues and increase the involvement of Yapa in managing project partners and holding them to account. The impact of these changes will be important to track in future monitoring.

GMAAAC's well established governance arrangements with nine community level committees and annual planning processes have resulted in the increased engagement of many Warlpiri and committee members and familiarity with local decision-making processes. This was not the case in committees that were made up of mostly new members, and suggests governance may be improved if communities retain a sizeable portion of their current members and only turn over the remainder at the next round of elections.

The Good Governance Project, which involves the GMAAAC and Kurra directors, is laying a foundation for improved corporate governance capacity. There are some signs this may be contributing to increased GMAAAC committee meeting attendance, specifically through the decision to pay committee members for their voluntary work, and an increased understanding of GMAAAC's objectives. Conversely, and not-with-standing the positive strategy of CDU encouraging committees to develop three-year plans, Warlpiri ownership and control may still be constrained by the 12-month annual planning and funding timeframe. Committee members don't have enough time to review what is already in place and consider collective needs and aspirations in order to make comprehensive plans and informed decisions. There is an opportunity to build on the current control Warlpiri have over GMAAAC project funding decisions, and the substantial income available. This would also extend to greater Warlpiri control in setting and achieving development objectives in the Tanami region.

GMAAAC and the CLC should consider the feasibility of changing the planning approach from a one-year to a three-year cycle. This could give committees and communities (supported by the CLC) sufficient time to identify priority ideas, work with partners to design projects and detailed budgets, make informed funding decisions and provide quality project management to support effective implementation.

Focused monitoring of the CLM Project in three locations shows that strong and ongoing local leadership, adequate income, regular CDU engagement, visual documentation of group decisions and consistent use of visual communication tools generates ownership and control. Recording working group meeting decisions on butchers paper, photographing these decisions and communicating them in regular community newsletters may also assist. In the case of Ntaria, community interviews make



clear that the work has generated pride and a sense that Aboriginal people are able to drive positive community change. This appears linked to the amount of funding they have had to achieve outcomes together combined with the level of CDU engagement in this location. This latter point suggests that CDU should set a minimum number of engagements per group/per year, as well as focusing on ensuring the quality of these engagements. Other lessons from the CLM project for the CD Program more broadly are the importance of involving existing community benefit minded leaders from the outset as these people can champion the concept. It is also important to actively encourage gender balance when groups are setting up governance arrangements.

The URM Project has continued to work well with its relatively new regional governance arrangement, ongoing work on a small set of priority regional project areas and a reasonable level of income. The NT Parks Project, funded by government payments for the lease of national parks, has evolved and is operating quite differently with some parks, with local level governance arrangements and project planning. The limited opportunity for sustained engagement by the CDU with these various groups, combined with the limited income for these park-level projects (even more so where groups have split income to the family level), means there is less focus on governance change. Some groups, supported by the CDU, have already started to move towards working together at the park level again. Unless CDU resourcing is set to increase significantly, groups working together at the park level is something the CLC could actively encourage to improve governance outcomes. This way of working may also promote increased cohesion.

Overall the reporting demonstrates that the CDU continues to be highly committed to supporting improved Aboriginal ownership, control and decision-making. Substantial work was done in this area despite staff turnover and shortages. While some gains were made in most locations, it is increasingly clear in annual monitoring that the best governance changes occur where ongoing resourcing is combined with clear objectives, long-term planning and support.



*Julie Kitson, Carol Kitson and Maisie Kitson planning projects at a WETT Advisory Committee meeting, 2016*



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

The CD Program continued to generate significant and wide-ranging benefits across the CLC region in 2017/18. There has been an increased focus on projects that benefit children and young people across numerous locations. WETT, and increasingly URM and GMAAAC, is funding large and multi-year education, sport and youth diversion initiatives. Education funds are also being set up under NT Parks and CLM.

Remote dialysis, funded by Kurra AC through the Tanami Dialysis Project, GMAAAC and the CLM project, and delivered by the capable Aboriginal organisation WDNWPT, is providing consistent and high-quality support to many Aboriginal patients and their families.

Aboriginal people continue to place high value on language, culture and connection to country projects. This includes continuing to fund country visit programs, cultural mapping projects and homeland upgrades - particularly prevalent in NT Parks and some of the other smaller income streams. This has extended, in some locations, to focusing planning on cultural tourism projects and online learning initiatives via language and culture apps.

Delivering employment outcomes, particularly for young people, continues to be a high priority. Although it is difficult to accurately track employment outcomes, at least 207 Aboriginal people were employed to work on CD funded projects in this period. The CDU is committed to improving its systems for tracking employment outcomes, however they are dependent on project partners providing timely, quality and consistent data.

There are also some signs in the Tanami region of groups looking to achieve outcomes that benefit women.

There continue to be a number of risks to this program. Concerns with project partners have been raised repeatedly in monitoring and evaluation reports, and this issue only appears to be growing as GMAAAC and WETT income streams increase and the CD Program grows. The model has relied on the existence of capable partners willing and able to accept Aboriginal people's money and deliver initiatives in line with Aboriginal people's priorities. Such capacity includes technical and project management skills, the skills required to work effectively in complex, cross-cultural and remote contexts and project accountability.

There is some question as to whether the demand from Aboriginal groups for capable partners is starting to substantially outstrip the supply of such organisations across Central Australia. Despite the business opportunity presented by Aboriginal income and the CD Program, there is a paucity of organisations wanting to take advantage of this.

It may be time to consider a different approach whereby the CD Program actively supports the establishment of a new Aboriginal owned organisation/s to implement projects, rather than relying on the limited number of existing entities, each with varying degrees of capacity. Attracting experienced development NGOs into the region could also be considered. The current model of relying on the existence of capable project partners should be reviewed, to ensure the best possible outcomes for Aboriginal Central Australians.



Another risk is government services seeking to cost-shift core local government business to Aboriginal income streams; particularly a risk in areas where increasing funds are available. There is also the risk that the availability of Aboriginal peoples' own money will result in local and other levels of government refusing to make co or in-kind contributions. The CDU should extend its current approach to managing this risk by documenting and consistently applying a process that supports Aboriginal groups to analyse how best to invest in sectors that are the responsibility of governments (education, health and municipal services).

Finally, project management in this program continues to be challenging. For this program, management intentionally extends well beyond traditional contract management and actively seeks to build the capacity of local Aboriginal people. It is likely this challenge will grow if the current trend continues of new annual projects being planned and funded and some communities implementing larger and more complex projects. There is a risk this challenge may impact the quality of CD engagement and governance work with other groups, as CD officers will be spending considerable amounts of time assisting individuals with their project management skills. A project management database would assist staff with the current project management workload. The CLC should also look to recruit individuals with specialist expertise, including staff with expertise in designing and managing infrastructure projects. Another option is to put a hold on new groups opting into the CD Program until resourcing is increased.



*Judbarra Gregory National  
Park Myatt working group  
meeting April 2018*

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

Monitoring and evaluation was limited during this period, due to staff turnover and shortages, and no major or independent reviews were completed. The CDU set aside a portion of their limited annual monitoring budget to work with La Trobe University to develop a funding submission for a more comprehensive, participatory and adequately resourced monitoring and evaluation strategy, similar



to that of the NLC's Community Planning and Development Program. This decision resulted in less funding for community interviews during this period. Previous experience shows that on average six one-on-one interviews can be done in a day - this should be the basis of planning for future monitoring.

Despite this the CDU did well to continue implementing its monitoring system for 2017/18, particularly in tracking project data, following up with partners regarding project reports and facilitating staff reflections. Some improvements were also made in project and contract management systems. This shows a commitment to good, reflective development practice and building an evidence base. The employment of a dedicated CLC Monitoring and Evaluation officer, as recommended in previous monitoring reports, would add significant value to the current approach. This would enable timely feedback from Aboriginal people that could inform real-time adjustments to the program. CLC staff found this to be a useful approach in recent Good Governance Project monitoring and evaluation work. Having a Monitoring and Evaluation officer is standard practice in international development programs and teams of a similar size to the CDU. This approach has recently been taken by the NLC.

### *Monitoring for 2018/19*

As above, the CDU intends to review its current system and develop a comprehensive Monitoring and Evaluation strategy, together with the funding submission. This will not be in place until the 2019/20 period at the earliest, noting it took two years for the Department of Prime Minister and Cabinet to approve NLC's Monitoring and Evaluation project funding.

For the 2018/19 monitoring cycle, there would be value in monitoring GMAAAC given its substantial income and significant challenges. The CDU should consider the relative value of this given GMAAAC Directors have already funded separate reviews, including of funeral, ceremony and sorry projects.

Given increasing investments in education, particularly for secondary schools, across many of the income streams, there could be value in looking at this thematically. This may help CDU and Aboriginal groups understand how best to design and fund these projects. This would also promote cross-learning between different groups.

Aboriginal employment is another important area to better track and understand, in terms of what it takes to be effective. The first step however is to ensure CDU has the systems in place to support this. This could be the focus of monitoring in the 2019/2020 period.

A number of the WETT initiatives need to be tracked closely, including the Learning Centres, the Youth Program, the reframed Children and Families program, and the new Warlpiri Theme Cycle Project. As recommended in the 2017 WETT Review, this would be supported by the development of an overarching WETT Monitoring and Evaluation framework.

Finally, in the context of finite CDU operating resources, further work could be done to better understand the pros and cons of working with different sized income streams. This could compare governance arrangements with more focused but limited engagement, which generally means less income for projects, with those that involve more people, with more intended beneficiaries and larger income streams.



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

Staff report that there has been an increase in Aboriginal participants presenting about the CD Program to external audiences. This includes their achievements and lessons learned about what it takes to achieve positive outcomes. This is excellent and a further sign of increasing Aboriginal control and ownership. The focus on sharing lessons learned with other Aboriginal groups was also maintained, primarily through Land Council meetings and the CD News.



*WETT CD officer Louise Stanley with WETT Advisory Committee Members Fiona Gibson, Sharon Anderson and Hamilton Morris presenting at the ACFID Community Development Forum, November 2017*

There was evidence of increased involvement by Warlpiri WETT AC members in lobbying and advocating ministers and senior staff from the NT Department of Education on education issues. WETT AC members were also supported to be involved in partnership management and getting partner organisations to better understand the processes and outcomes WETT is looking to support. This was a considerable focus for CLC staff who also invested substantial time in working with partners to increase their understanding of WETT.

A complete list of public presentations and publications is included at Annex Three.



*WETT Advisory Committee members meeting with Minister for Education Eva Lawler, 2017*



## 5. Conclusions

This well-established program continues to be strongly supported by the many Aboriginal people who are actively involved. It sees many development initiatives delivered that Aboriginal people value. The CLC's CD approach is understood and supported by participants, and evidence shows that well-facilitated CD processes, supported by experienced CLC staff, are delivering tangible project outcomes.

The CLC has effectively influenced other organisations to adopt its CD model, including the NLC. There is no doubt this program has contributed to positive outcomes now being achieved by others well beyond the CLC region.

Continuing interest and demand from new groups, although often with only small income streams, signals that Aboriginal people in Central Australia want to opt in. This suggests that the CD Program is likely to grow further, beyond its current significant size. The program is also becoming increasingly complex, with large income streams, plans for more complex projects and a limited supply of capable project partners willing and able to deliver in line with Aboriginal expectations.

In this context, it is not clear that the CDU, as well as other sections of the CLC, are adequately resourced to ensure the program delivers quality outcomes. In terms of additional resourcing, there is room for a diversification of skills in the team, including around project and contract management, infrastructure and construction, monitoring and evaluation, and possibly gender and social inclusion. The CLC Legal, Anthropology and Finance sections may also need additional resourcing.

The CLC is committed to supporting all of its constituents, and rightly sees the need to prioritise support towards those more disadvantaged/those without a major income stream. However, the monitoring suggests that, in addition to increasing staff resources, it may be time to reconsider the program's ability to deliver quality development outcomes to small groups with smaller funding amounts.

The CDU continues to be proactive in addressing this issue within the current model and should continue with these strategies. However, it may be time to consider a new model for project implementation given ongoing issues with limited capable partners and increasing demand from the program.

The CDU has identified the need to review and strengthen its current monitoring and evaluation strategy. This will be important as attention from government and others to measure and evaluate the impact of the program increases. The CLC is committed to better understanding the extent to which the program is achieving its goal: Aboriginal people are able to live well in two worlds. Additional monitoring and evaluation resources will be required to achieve this and to continue the solid foundation of continuous improvement of the program.



## Annex One: CLM Project Monitoring 2017/118

### Purpose of the monitoring

The CLM Project started working with 31 Central Australian communities in 2012. It was last monitored in detail in 2014 when interviews were conducted in six locations. At that time each of the 31 communities had been through several cycles of planning community benefit project planning and implementation. Six were chosen as case studies on the basis that they were demonstrating positive signs in terms of the CD approach. Monitoring sought to understand the features that shaped this positive outcome.

As part of the 2017/18 monitoring, we wanted to look at how the CLM Project was going in some of the same communities that were included in the 2014 monitoring, and in some new locations. The three key objectives were:

1. To understand what people saw as the major benefits from the community development process and projects;
2. To explore their ideas for future projects, to inform future planning; and,
3. In addition, for those communities included in 2014 monitoring, to explore whether the factors identified as contributing to success in 2014 were still evident and whether key issues raised had been addressed

### Sample

Alpurrurulam, Titjikala and Ntaria were selected as CLM Project locations for monitoring this year. Alpurrurulam was selected because it has not yet been the focus of monitoring, and Titjikala and Ntaria as a follow up to 2014 monitoring in these same locations.

Unfortunately, the number of locations that could be included in additional monitoring, the number of days the researcher could spend in each location, and the sample size, were limited this year by reduced funding available for this work. It was not possible to achieve a minimum sample of 10% of community members in each location, as has been the intention in previous years. Instead, the aim was to ensure at least some female and male Aboriginal voice in this year's monitoring, including both working group and community members.

Service providers were not included in this year's sample. Limited resources meant a decision was taken to privilege Aboriginal views and voices this year.

### Questions

The following standard list of interview questions, structured to elicit Traditional Owner understanding of the projects, their aspirations in terms of future funding, their opinions on governance processes and their perceptions of CLC's support were used across all interviews.

1. What do you know about projects funded in (insert name) through the Community Leasing Money Project?



**If nothing**, let me show you the photos of what's happened with Community Leasing money, this might help you remember.

**If yes**, Great. And here are some photos of the projects that have been funded—have we covered everything?

2. Looking at all of these different projects, what have been the benefits for people here?

If necessary please probe further:

- Why are these benefits important?
- What changes have they made for people?

3. Looking ahead, what would you like to see in the future for this community?

If necessary, please probe further:

- What else could be done with money in the future?

4. Here is a photo of the people making decisions for the Community Leasing Project.

- What has been good about this process?
- How could we make it better?

5. How has the CLC been involved in all this work?

If necessary please probe further:

- What does the CLC do for this project?
- How could they do things better?

Additional questions following up on strengths and problems identified in 2014 were asked of current working group members in Titjikala and Ntaria:

#### **Titjikala**

**Here is a photo of the working group back in 2014.**

- How does the committee work now compared to when you first started?
- Last time some people said there were problems with the community bus project. Has this changed?

**If yes**, how did people address the problems with the bus?

**If no**, what can be done?

#### **Ntaria**

**Here is a photo of the working group back in 2014.**

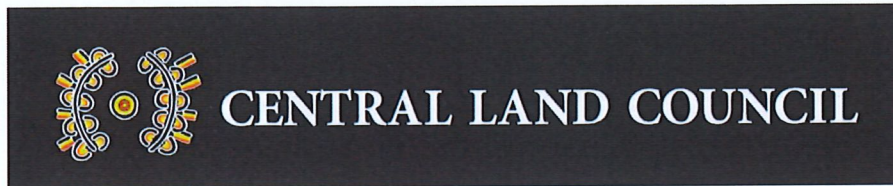


- How does the committee work now compared to when you first started?
- Last time some people said that while they were happy with most of the projects, there weren't enough women involved in this work. Has this changed?

If **yes**, how did people work to get women more involved and what is their role now?

If **no**, do you know why this is? What can be done to get more women involved?

#### Interview Preamble and Consent



## Talking about community projects in Alpururulam

As part of its Community Development (CD) Program the CLC is supporting traditional owners and community members of Alpururulam who use money from the five year and 'other' community leases for community benefit projects in Alpururulam - the Alpururulam Community Lease Money project.

Each year the CLC collects information and hires Consultants to write a 'monitoring' report on how different projects are going under the CD Program. This year the report will be done by Latrobe University and we want to find out about the community projects that have been done in Alpururulam. The information for the report is collected in three ways.

1. Interviews – the CLC has asked anthropologist Mike Cawthorn to talk to community members, traditional owners, and workers from organisations to find out how the projects are going.
2. Project Reports – partner organisations that do the projects must give the CLC a written report (for example, Ben Olschewsky wrote a report for the Church Project).
3. Staff Reports - throughout the year staff record how the work and project is going.

Mike will talk to people to find out how the projects in Alpururulam are going and how they could be improved. If you agree to talk to Mike **your name will stay private** so that you can feel comfortable to say what you really think about the community projects, how decisions are made and how CLC is working in Alpururulam.

Mike will write down what people tell him and send it to Linda Kelly and Danielle Campbell at Latrobe University in Melbourne. Linda and Danielle put all of the information into a report and include ideas about what is working well and why, and how to make projects stronger. This report will be shared with Alpururulam community when it's finished in early-2019.



## Why is Monitoring Important?

- It helps traditional owners and communities see if their money is being well spent.
- It can show how projects are benefitting people and communities.
- It can help show how to make projects stronger as we go along.
- It can teach government and other agencies how to work better in Aboriginal communities, and encourage them to put in their own money.

If you would like to talk to someone at the CLC about this please call the Community Development Manager Ian Sweeney on 8951 6206.



## Annex Two: Staff reflection and reporting for 2017-18

### *Staff reporting template*

#### *Purpose*

The purpose of further developing the staff reporting template is to increase the focus on outcome information both at the level of the projects themselves and also moving to look at the locations and across regions. While it is useful to know what activities people have been involved in and you might still want to capture some of the information for your own internal purposes I think we also need to shift the activity information towards something that we can use for external audiences. Therefore, the template provided has much less space around activities and a lot more questions around the overall processes in which staff are involved and the context in which these techniques are applied. They are designed to track information around your overall objectives.

This template can also help track the extent to which issues identified are addressed and lessons learned are shared. An additional question has been added to keep track of what is done with suggestions made in these reflections.

#### *Process*

The following template should be completed each six-month period. It is best done by teams rather than by individuals adding into the template so that there is some discussion in the teams prior to the information being entered. Ideally the senior CD team meeting should review these reflections and address any issues or discuss any key learnings at their regular meetings.

Explore methods to facilitate the team reflection process, for example either the CD Manager or an external person facilitating so that there is consistency in approach across the three teams, plus so that senior CDOs can participate fully in the reflection process.



*CDU regional team reporting format*

List across the page the communities/locations served in this region		
Tick to show which project/s operates in that community	WETT	
	Dialysis	
	GMAAAC	
	NTP	
	CLM	
	URM	
	Other Projects	
Total CD funding available to this community/location from all projects for this year		
Outline any significant governance changes within or of the group in any of the communities. These can be positive or negative		
Why are these changes significant?		
Outline any significant outcomes which benefit Aboriginal people in any location in the past six months.		
Why are these benefits significant?		
Outline any other influences on development in that location in the past six months (positive or negative)		
Any other observations about any location or project?		
Are there any actions or changes which CDU should consider in light of the observations above?		
Looking back to the actions/changes suggested in the last reflection period, were these implemented?		



Regional changes in addition to information outlined above, list any positive or negative changes for the major projects at a regional level.

WETT	
Dialysis	
GMAAAC	
URM	
NTP	
CLM	
URM	
Potential New Income Streams	



## Annex Three: Public presentations related to community development work.

### Conferences and Seminars

- ACFID Indigenous Development Forum, Alice Springs, November 2017 - Fiona Gibson, Hamilton Morris, Sharon Anderson and CLC's Louise Stanley present on "Our Money, Our Skills, Our Future' Warlpiri Women tell the story of Warlpiri Education Training Trust".
- ACFID Indigenous Development Forum, Alice Springs, November 2017 – Graham Beasley, Peter Corbett and Sabrina Kelly present on "Alekareng Youth Projects: How a community development approach is giving Aboriginal people a stronger voice in community decision making."

### Workshop Presentations

- CD CLC/NLC Network Presentation January 2018 – WETT AC member Fiona Gibson.
- CLC/NLC/APY Land Councils Community Development Network, Alice Springs, November 2017. Presentation by CD Manager on history and current status of program.

### Media Events

- ABC's "Q and A" live in Alice Springs – WETT AC member Valerie Patterson – July 2017.



### Publications and Reports

- Two editions of the CD News.
- WETT Brochure completed - <https://www.clc.org.au/files/pdf/WETT-Brochure-2018-Central-Land-Council.pdf>