

# The Central Land Council Community Development Program

MONITORING REPORT

JULY 2021 – JUNE 2022

Alex Gyles & Dr Danielle Campbell  
Institute for Human Security and Social Change,  
La Trobe University



**LA TROBE**  
UNIVERSITY

Published by the Central Land Council

27 Stuart Hwy, Alice Springs, Northern Territory, 0870,

June 2023

Also published on <http://www.clc.org.au>

© Central Land Council 2023

The publication is copyright. No part may be reproduced by any process except in accordance with the provisions of the Copyright Act 1968.

For more information contact the Central Land Council on (08) 8951 6211, or email [media@clc.org.au](mailto:media@clc.org.au)

Photographic credits

Cover photo: Valerie Patterson, Barbara Martin, Fiona Gibson, Helen Morton, Julie Kitson and Yamurna Oldfield. The founding members of the Warlpiri Education and Training Trust (WETT)

Back cover photo: Natalie Morton, Maisie Kitson, Jeannie Presley and Helen Morton with kids at the GMAAAC funded East Playground in Willowra.

The artwork used in this report (pages 1-2 and 37) is used with permission and is from a painting by Samantha Watson. Samantha is on the Yuendumu Granites Mine Affected Area Aboriginal Corporation (GMAAAC) committee that is supported by the CLC community development program. The painting represents the nine GMAAAC communities.



# Central Land Council Community Development (CD) Program report 2021/22

## Key Messages

555

Community Engagements Supporting Local Decision Making

\$21.6 million

Approved for Projects

217

New Community Benefit Projects Funded

78

Projects Successfully Completed

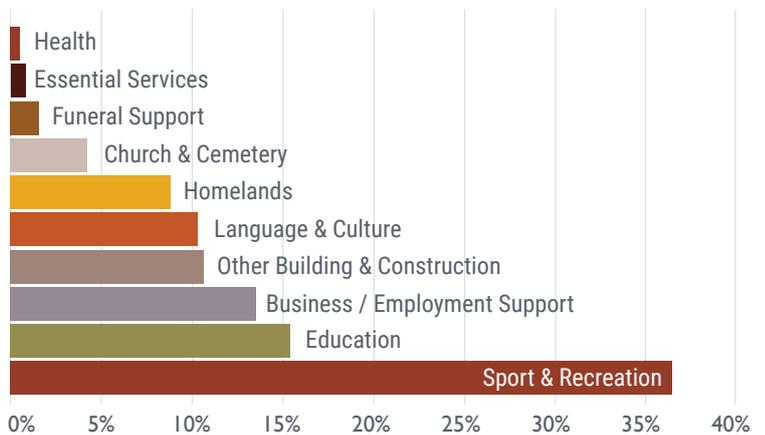
100

Governance Groups

Everyone comes up with ideas. Some community members come along to listen. Everyone gets together, they work well together, listening and sharing ideas. It's a real good one— self-determination—we are making decisions for our own community. We go through Land Council, and they help us with it.

(Aboriginal participant, Titjikala)

Funding allocation \$ by project type



### Social and Economic results

- **499** Aboriginal people were employed during the reporting period
- **5,006** hours of non-accredited training for **117 participants** (up from 2,658 hours in the previous year).
- **3,712** hours of accredited training for **317 participants** an increase on 1,827 hours from the year before.
- **208** meetings and consultations were undertaken with communities on the Matched Funds initiative (MFI) during this period.
- **45** governance groups in the MFI allocated \$1.84M to **58 community benefit projects**

I know about matched funds; it's a really good idea. If we didn't have that money we couldn't get solar project and other things done. Good to have funds to match ours to help make this happen. There is still a lot of things coming up—what we got to talk about. I want to say to government, "keep putting money in to keep on helping us, match the money we put so we can have better lives".

(Aboriginal participant, Urremerne)

If we work together towards one idea we can make it happen. Everyone works on the Working Group together well. We think together. Sometimes things take a long time. Working group makes rules—it's a really hard thing for us explaining the rules. Some people listen and understand, some people don't listen. We had a bus before but young people wanted to go to town all the time.

(Aboriginal participant, Titjikala)





We decided to use money like this so we could have our own homeland. And have something for the next generation, and for our grandchildren and our kids... The projects are good for the families but some have missed out. We want more housing... It's good for us to go to the homeland because houses in Santa Teresa are overcrowded.

(Aboriginal participant, Urremerne)

## The CD Program Objectives

- To increase Aboriginal engagement, ownership and control over the development of our communities, homelands and futures.
- To deliver development outcomes that are prioritised and valued by Aboriginal people and that make a meaningful and sustained difference in our lives, communities, homelands and futures.



Willowra Cultural mapping trip September 2021

CLC CDU run the meetings really well; they are organised with rules. The meetings are really good... The important thing is we've seen action. It was really good to see the solar project finished; at the handover we felt that we've achieved something big.

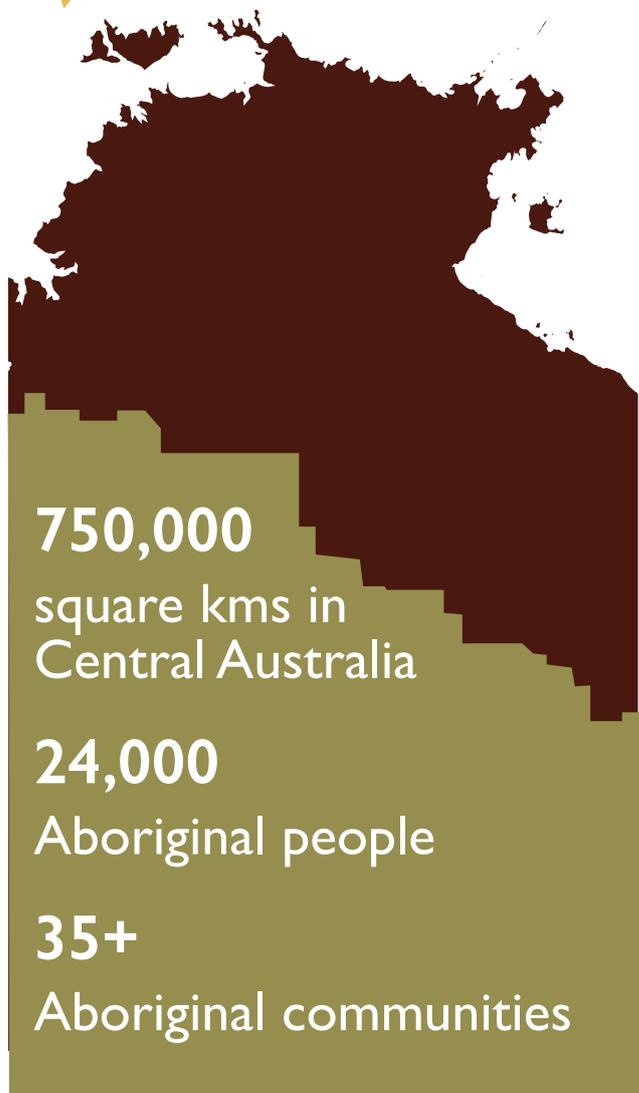
(Aboriginal participant, Urremerne)

The shed construction - [project partner] employed local people. That was good and that's what we need more of.

(Aboriginal participant, Titjikala)

I think for me it's working for us. Instead of one person it's everybody making decisions. When somebody comes up with a good idea [CD staff members] don't just go and do it straight away they always asking and checking everyone's opinion.

(Aboriginal participant, Papunya)



The artwork used in this report is used with permission and is from a painting by Samantha Watson. Samantha is on the Yuendumu Granites Mine Affected Area Aboriginal Corporation (GMAAAC) committee that is supported by the CLC community development program. The painting represents the nine GMAAAC communities.



# EXECUTIVE SUMMARY

## INTRODUCTION

The Central Land Council's (CLC) Community Development (CD) Program aims to support Aboriginal people to control the development of their communities and homelands and build a strong future. The CD program works through Aboriginal governance groups to deliver projects that benefit Aboriginal communities. Primarily, these governance groups fund projects with Aboriginal income from land use agreements. This monitoring report provides a high-level overview of the CD Program's progress over a one-year period from July 2021 to June 2022, an extended assessment of the CD program in relation to the MFI over a 2.5 year period from July 2020 to December 2022 is provided in the standalone report: [The Central Land Council Community Development Program and the Matched Funds Initiative](#).

## METHODOLOGY

Data collection and analysis made use of mixed methods and a participatory approach guided by the CD program Monitoring, Evaluation and Learning (MEL) Strategy. Across the CD program's major projects, data collection and analysis included gathering CD staff reflections, targeted analysis conversations with senior CD staff members of each region or major project, collecting and analysing quantitative data and reviewing project partner reports. A draft report was provided to CD staff for review to inform further analysis. For the extended analysis of the MFI, these methods were supplemented by three case studies to elicit the views of Aboriginal people and explore the application of the CD strategies. A draft MFI report was presented at an analysis workshop to the CD Unit for sense-making and further analysis. This report presents the authors' final analysis, findings and recommendations.

## FINDINGS

### Program wide

Across the CD program's major projects there are some commonalities in challenges experienced and progress made:

- Aboriginal governance groups continue to develop in capacity as they increasingly set and implement strategies that enable the prioritisation and funding of projects designed for longer-term or broader community benefit. The program is also incorporating more comprehensive and detailed project planning to improve project design, with groups funding master plans and scoping reports.<sup>1</sup>
- The limited number of project partners that can be funded to deliver projects by Aboriginal groups in remote communities, and the low performance of certain project partners, as well as the low capacity of some key stakeholders such as government service providers and departments, is constraining the amount of change the CD program is able to drive.
- CD staff are increasingly applying the CD strategy of partnerships and networks; more effective partnerships work is being conducted internally within the CLC and externally with appropriate partners, leading to improved project design and delivery.

---

<sup>1</sup> Considerable progress has been made since the need to focus on longer term projects of broader benefit was raised in the 2014 Evaluation of the CLCs CD program (Roche C & Ensor J, 2014).

- An increase in successful lobbying and advocacy work has leveraged funds for Aboriginal group project allocations to extend benefit beyond that of groups' own resources.
- In the Tanami specifically, partnerships and networks and lobbying and advocacy work has extended further into the systems change space as the program addresses the policy and practices of key stakeholders in their region to increase engagement and empowerment of governance groups. This is a significant step and acts on points raised in the 2013 Evaluation of the CLC CD program about the dysfunctional policy environment (Roche C & Ensor J, 2014), as well as points raised in previous monitoring reports about the need for more advocacy.
- Strong progress has been made towards the MFI objectives. The initiative has effectively incentivised Aboriginal groups to allocate income to community benefit projects. The additional income and the design of the initiative has helped to address income disparity between regions as well as support the funding of bigger projects under certain conditions. Bigger projects are being funded where several important elements align, such as improved governance capacity, an increase in available project funds and effective application of all CD program strategies.
- In the Tanami, strong progress has been made in Aboriginal-led Monitoring, Evaluation and Learning (MEL) under the Warlpiri Education and Training Trust (WETT) Tracking and Learning (TAL) project, which is contributing to more informed decision making by the WETT Advisory Committee and providing meaningful training and employment for Yapa. This project is now referred to by its Yapa-given Warlpiri name Yitaki-maninjaku, warrirninjaku, payirninjaku manu pina-jarrinjaku (YWPP).

## CONCLUSION

The CD program continues to make gains using its already well-established strategies of governance, planning and project management. There is strong reported evidence from Aboriginal respondents that the program is delivering outcomes that are prioritised and valued by Aboriginal people. It is also clear that Aboriginal engagement, ownership and control in the program continues to increase. Steps are being taken to contribute to the transformational development goals set out in the new CD framework (2021-2026), such as extending engagement, ownership and control beyond Aboriginal peoples own resources and across community systems. The implementation of wholistic and longitudinal studies, such as the Lajamanu Good Community Life Project, should support the assessment of contribution in this area.<sup>2</sup> Increased application of the partnerships and networks and lobbying and advocacy strategies that can contribute towards this level of change has been occurring. For example, external funds have been levered to a greater degree across the program and the policies and practices of key stakeholders in the system are being tackled more strategically and effectively in certain locations.

The CD program has made strong progress through the MFI, particularly considering the challenging context in which it is operating and the short time frame of the initiative so far. The MFI was effectively designed to align with the CD program, increasing the impact of the CD program in low-income regions. The increase in project funds available to groups has enabled some groups to fund bigger projects in some cases and where they have chosen to do so. However, there are multiple elements, such as group governance capacity and the effective application of CD strategies, that contribute to bigger projects being funded or greater impact being delivered. The more these elements are enabled and aligned the more likely the CD program is to deliver greater impact.

---

<sup>2</sup> The Lajamanu Good Community Life Project is a community wide monitoring, evaluation and learning project that supports the Lajamanu community to define the domains of a good life in their community, track change across these domains over time and use the results to influence how stakeholders deliver programs in Lajamanu.

# CONTENTS

EXECUTIVE SUMMARY	3
ACRONYMS	6
1. INTRODUCTION	7
2. CD PROGRAM PROGRESS	11
3. PROGRESS OF INDIVIDUAL INCOME STREAMS	16
3.1. The Warlpiri Education and Training Trust (WETT)	16
3.2. The Granites Mine Affected Area Aboriginal Corporation (GMAAAC)	19
3.3. The Uluru-Kata Tjuta Rent Money (URM)	23
3.4. Northern Territory Parks Rent Money (NTP)	26
3.5. The Community Lease Money (CLM)	30
3.6. Other Projects	33
4. CONCLUSION	36
REFERENCES	37
APPENDIX A – MONITORING METHODOLOGY	38

# ACRONYMS

AAMC	Aboriginal Associations Management Centre
ABA	Aboriginals Benefit Account
AC	Aboriginal Corporation
AIATSI	Australian Institute of Aboriginal and Torres Strait Islander Studies
ATSIC	Aboriginal and Torres Strait Islander Commission
CD Unit	Community Development Unit
CDPAC	Community Development Program Aboriginal Corporation
CLC	Central Land Council
CLM	Community Lease Money
EPU	Economic Participation Unit
GMAAAC	Granites Mine Affected Area Aboriginal Corporation
IHSSC	Institute for Human Security and Social Change
ILUA	Indigenous Land Use Agreement
MEL	Monitoring Evaluation and Learning
MFI	Matched Funds Initiative
NIAA	National Indigenous Australians Agency
NP	National Park
NT	Northern Territory
NTNTER	Northern Territory Northern Territory Emergency Response
PAW	Pintubi Anmatjere Warlpiri Media
PWC	Power and Water Corporation
RATE	Remote Aboriginal Teacher Education
TMAAAC	Tanami Mine Affected Area Aboriginal Corporation
TO	Traditional owners
UKTNP	Uluru Kata Tjuta National Park
URM	Uluru Kata Tjuta Rent Money Community Development Project
WANTA	Wanta Aboriginal Corporation
WDNWPT	Western Desert Nganampa Waltja Palyantjaku Tjutaku Aboriginal Corporation
WETT	Warlpiri Education and Training Trust
WETT AC	Warlpiri Education and Training Trust Advisory Committee
WETT TAL	Warlpiri Education and Training Trust Tracking and Learning Project
WG	Working Group
WYDAC	Warlpiri Youth Development Aboriginal Corporation

# 1. INTRODUCTION

The Central Land Council (CLC), a Commonwealth corporate entity originally established under the Aboriginal Land Rights Act (Northern Territory) 1976, is an Aboriginal organisation governed by a council of 90 elected Aboriginal members. The CLC works with Aboriginal people to support them to achieve recognition of land and native title rights, to manage land and negotiate agreements with others seeking to use their land, and to apply land use payment for sustainable community benefit. Since 2005, the CLC's Community Development Program has been supporting Aboriginal groups to work together to identify and address their development priorities and needs, largely through designing and funding projects. The program is guided by the CLC Community Development Framework 2021-2026, which articulates the CLC's community development goals, principles and strategies. This new framework continues to embed the program's guiding principles and important strategies, while increasingly applying two further strategies to support transformational change. These are partnerships and networks and lobbying and advocacy.

The CLC's CD Unit of 23 staff has primary responsibility for delivering the CD program. Other sections of the CLC are also centrally involved in supporting the CD program in areas such as Legal, Finance, Regional Services, Policy, the Aboriginal Associations Management Centre, Anthropology, Land Management and Minerals and Energy.

This 12th annual monitoring report provides a high-level overview of CD program progress in FY22, while a more detailed assessment of the 2.5-year Matched Funds initiative (MFI) is provided in the stand alone MFI report. The MFI is a unique, large-scale partnership between Aboriginal groups, the CLC, and government which is using Aboriginals Benefit Account funds to match Aboriginal peoples' income from land use agreements for community benefit. In particular, the initiative is designed to increase the allocation of Aboriginal income from land use agreements to community benefit projects, support the CD program to increase the impact of projects, and address income disparity between regions. The assessment of the MFI provides important learnings, such as the elements needed in the development process for greater benefit and longer-term change to be achieved. This sheds light on the CD programs strategies, how much they are applied in practice and how they contribute to change. The strategies of governance support and planning and project management are foundations of the program and are effectively applied. There is also increasing application of the strategies of partnerships and networks and lobbying and advocacy which are extending the impact of the program.

## CONTEXT AND CLC APPROACH

The Northern Territory has a large Aboriginal population that continues to be strong in culture, language and connection to country. The Aboriginal community maintains strong leadership, particularly by elders although responsibilities are increasingly being shared with younger Aboriginal people. Forty-five per cent of land in the Northern Territory is owned by Aboriginal traditional owners, providing development opportunities as demonstrated by the CLC's CD program. There continue to be development challenges with overall Aboriginal employment being low, and a gap in Aboriginal health, housing and education outcomes compared to mainstream Australia (SCRGSP 2020).

Aboriginal people have experienced ongoing processes of colonisation and marginalisation with significant policy changes in the last two decades dismantling structures of Aboriginal self-determination and creating an increasingly disempowering environment. This includes the abolishment of The Aboriginal and Torres Strait Islander Commission (ATSIC) in 2005, legislating the Northern Territory Emergency Response in 2007, as well as replacing Aboriginal elected community councils with 'super shires' or regional councils in 2008 (Roche and Ensor 2014). These significant policy shifts have eroded Aboriginal voice in remote communities and created gaps and barriers for Aboriginal

people governing their communities and managing their own affairs. Very recently, there have been some positive changes in the Closing the Gap Partnership Agreement through the introduction of a range of priority reforms. Despite this, overall, essential services and development initiatives overseen by government have been fragmented, characterised by changing policy and stop-start funding administered by multiple departments without effective coordination mechanisms (M. McCulloch et al 2022).

The disempowering and fragmented policy environment produces a challenge for the CD program, particularly because the CD approach is based on processes of local Aboriginal governance for planning and decision making and partnering with local organisations for project implementation. The CD program has played an important role in addressing the governance and service gaps created by government policy. The remote context of many Aboriginal communities is challenging in relation to partnering with local service providers because there is a low number of organisations with the expertise and capacity to deliver projects or services. This can create an over reliance on a small number of contractors leading to the overloading of under resourced and low-capacity organisations. This dynamic can impact on results in tangible ways, such as reducing the ability of local organisations to support local Aboriginal employment outcomes under the project they are funded to deliver through the CD program.

Given this challenging context, the CLC recognizes that it needs to continue developing the processes and strategies it uses to overcome the systemic constraints on Aboriginal-led development and shift its impact from incremental to transformational social change (CD Framework, p.15).

## THE CLC'S APPROACH

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

During this reporting period, the CLC began operating under its new Community Development Framework 2021-2026.<sup>3</sup> This new framework sets an overarching program **goal** that "Aboriginal people are controlling the development of our communities and homelands and building a strong future for everyone" (CD Framework p. 20).

The program's primary **objectives are:**

1. To increase Aboriginal engagement, ownership and control over the development of our communities, homelands and futures.
2. To deliver development outcomes that are prioritised and valued by Aboriginal people and that make a meaningful and sustained difference in our lives, communities, homelands and futures (CD Framework, p. 21).

The CD program applies an evidence-based approach which includes community development principles, processes and four key strategies to work towards achieving its goal and objectives.

The program principles are:

---

<sup>3</sup> This review was supported by the Institute and draws on 10 years of program monitoring and evaluation, recent interviews with Aboriginal key informants and input from the CLC's external CD Reference Group, senior CLC staff and CLC CD staff.

- Aboriginal leadership: Aboriginal people in control of planning, decision-making and development with access to clear and relevant information;
- Supporting everyone in the group: Listening to different voices and thinking about the needs of everyone in the group, especially younger people and women;
- Respectful relationships: Building equal relationships based on a two-way approach and teamwork between everyone involved;
- New ideas and learning: Trying new ideas, checking things are on track and learning together as we go; and
- Co-operation: Working well together based on mutual respect of diverse cultures and contributions (CD Framework 2021).

The CD program uses the following four strategies to work towards achieving its goals and objectives:

- **Governance support** - support good governance processes that prioritise participant knowledge and engagement and strengthen governance capacity;
- **Planning and project management** - facilitate effective and inclusive project planning, design, delivery and monitoring processes that enable participants to address shared challenges and achieve development goals;
- **Partnerships and networks** - support Aboriginal groups to collaborate with other organisations and leaders to address shared challenges and achieve development goals;
- **Lobbying and advocacy** - influence other stakeholders to support and enable Aboriginal controlled development at all levels from project planning to program delivery to government policy (CD Framework, p.24-27).

The first two strategies are well developed and have long been applied by the CD program. The CLC is committed to further developing and deepening its governance support and project planning and delivery strategies, while also further applying and refining its two newer strategies in some instances – partnerships and networks and lobbying and advocacy - to support more transformational development.

There are seven major CD income streams under the CD program, the Warlpiri Education and Training Trust (WETT), the Granites Mine Affected Area Aboriginal Corporation (GMAAAC), the Uluru-Kata Tjuta National Park, The Northern Territory Parks Rent Money, The Community Lease Money and the Matched Funds Initiative. Other Projects is an emerging CD income stream consisting of several smaller incomes. The Matched Funds Initiative (MFI) is a new income stream that is at the trial stage. The Tanami Dialysis income stream will in future be absorbed into Other Projects. These income streams are summarised in Table 1 below. Each income stream has tailored management arrangements, decision-making models and implementation processes. However, all income streams, are funded and/or leveraged with Aboriginal peoples' own money, governed by Aboriginal decision-making bodies, and focused on achieving outcomes sought by Aboriginal people.

Table 1: 2021/22 Community Development Income Streams

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

Photo: Willowra Early Childhood Reference Group and World Vision staff attend a bilingual book making workshop



1. Jalangu kanarlu yani wirlinyi,  
Kuyuku manu mangarriki

2. Manangkijiji kalu rdakangku mani.  
Manu kalu parla pajirinjaka pakarni  
tinti-kirra

3. Nyanyi Karnalu yakjiriki  
Manu Manikambulu manu kalarnu nganeki

4. Yani kanarlu wanikijiki pajirinjaka  
Manu kanarlu kanyi ngura-kurna

5. Marna linji kanarlu nyanyi, yirrakurru  
manu walyaju kalu, kala manu pakarni,  
manu mani yirrakurru,

6. Wardapiji kanarlu wirliya puranjani,  
Kujaka yukami ngulya-kurra,  
ngula-jangka kanarlu kalamilki  
ka wilypi-manilki, manu pakarni  
ngula-warnuju parramilki, manu  
ngarnilki.

7. Wirripiyiji kanarlu purrami jarangka  
warlungka, manu kanalu wilypi-mani,  
yumuru kilka-maninjaka. Ngula-warnuju  
Kujaka kilyirpa-jarri, yirrani pina  
kanarlu warlungka muntu-jarinjaka.

8. Junlarda ka nyinami watiya wirralarla  
manu karrawarla, kula-kal  
yimani,

9. Parla kanarlu <sup>nyanyi</sup> ~~yanla~~ <sup>yarlaku</sup> ~~kuja~~ <sup>nyanyi</sup> ka  
manu walya <sup>nyanyi</sup> ~~kuja~~ ka  
larra-parnka, ngula-warnuju kanarlu  
kurupa manu watiya mani karlanjaku

10. Mani-kanarlu purlawu manu ngaminpa  
manu ngapa, warlu kalu jarra-mani, kaji  
kilyirpa-jarri waya<sup>th</sup> kalu yirrani, Manu  
mangari kalu murntu murntu-mani

10. (Damper)  
You get flour and a bowl and water,  
and mix together in a bowl  
Light the fire until you get ashes, put  
wire on top and cook the damper.

## 2. CD PROGRAM PROGRESS

This section presents progress made at a program-wide level drawing on quantitative data.

### 2.1. PROJECT ALLOCATIONS AND EXPENDITURE

As shown in Table 2, a total of \$21.6 million was approved for 177 projects in 2021-22 as compared to \$27.5 million for 217 projects in the previous year. It is difficult to explain the reasons for variations in the amount of funds allocated and the number of projects funded at the program wide level. Instead, explanations are provided for separate income streams in the section below on the progress of individual CD projects.

**Figure 1: Funding for approved projects by income stream 2021/22**

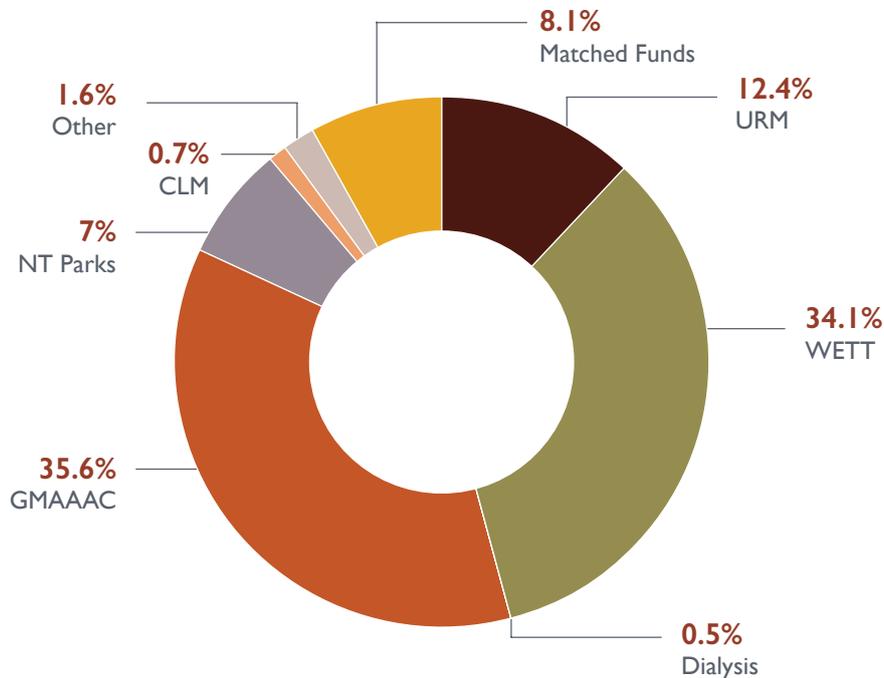


Photo: Henrick Collins worked on the CLM Funded Church Pews Project

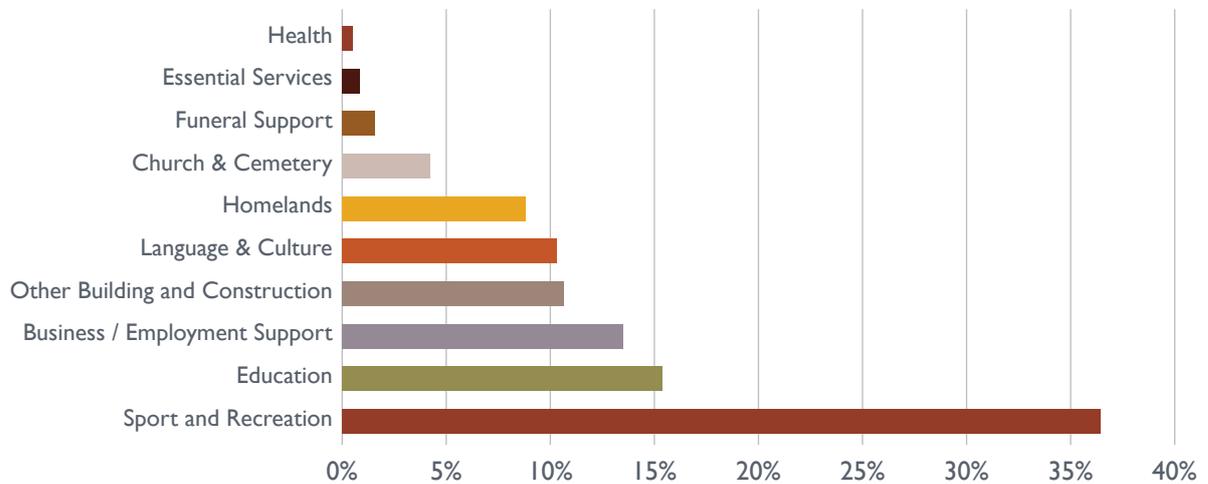


**Table 2: 2021/22 Funding allocations and expenditure by income stream**

Income Stream	# of Projects	Allocated Funds	% of total allocation	Average Project Value	Expenditure by Income Stream
GMAAAC	86	\$7,753,398	35.6%	\$90,156	\$7,693,455
WETT	14	\$7,383,841	34.1%	\$527,417	\$2,505,325
Dialysis	1	\$100,000	0.5%	\$100,000	\$0
URM	18	\$2,676,960	12.4%	\$148,720	\$1,217,260
Matched Funds	55	\$1,752,233	8.1%	\$31,859	\$198,406
NT Parks	31	\$1,523,087	7.0%	\$49,132	\$347,117
CLM	3	\$145,372	0.7%	\$48,457	\$477,158
Other income	9	\$337,899	1.6%	\$37,544	\$183,447
<b>Total</b>	<b>217</b>	<b>\$21,672,790</b>	<b>100%</b>	<b>\$1,033,285</b>	<b>\$12,622,168</b>

GMAAAC continued to allocate the most income to projects, with a total of \$7.7 million allocated to 86 projects, accounting for almost 36% of the funds allocated across the income streams. This is consistent with the previous year. WETT was the next largest funder, allocating \$7.3 million to 14 projects, also in the Warlpiri communities, which means 70% of Program funding was allocated to projects in the Tanami region. GMAAAC, Matched Funds and NT Parks funded the most projects (86, 55 and 31 respectively).

**Figure 2: Funding allocation by project type for 2021/2022**

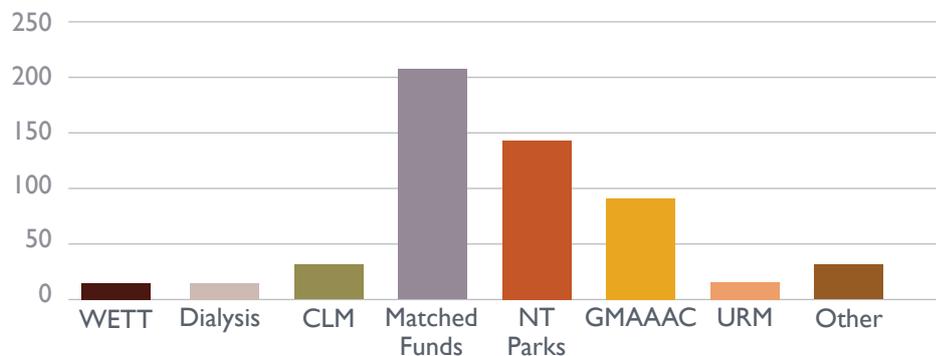


Funding allocation by project type as a percentage changed this year with Sport and Recreation increasing from the second largest share to the largest share, and Education dropping down from the largest share to the second largest share. The other major change was in relation to Business and Employment, moving from having the smallest share of funding last year to having the fifth largest share this year. Explanations for changes in funding allocation by project type are deferred to the section below on the progress of individual CD projects.

## 2.2 COMMUNITY ENGAGEMENT BY CD STAFF

The seven step CD planning for action process, through which Aboriginal people identified, developed and funded each of these 217 projects, involved the CD Unit delivering a total 555 engagements with Aboriginal governance groups. This is a significant increase compared to 436 engagements last year. CLC made a concerted effort to respond to increased demand from community to hold meetings, plan and fund projects. The increase in demand is a result of the hardships communities faced during COVID-19 lockdowns and the backlog of work across many services and programs due to the restricted operating environment. As shown in Table 3 below, most engagements were made under the MFI (37%). The high engagement rate under the MFI is a result of CLC prioritising this work in response to the commitment demonstrated to the initiative by Aboriginal groups allocating significant income to the CD program. This engagement increase was supported by operational resources provided under the MFI.

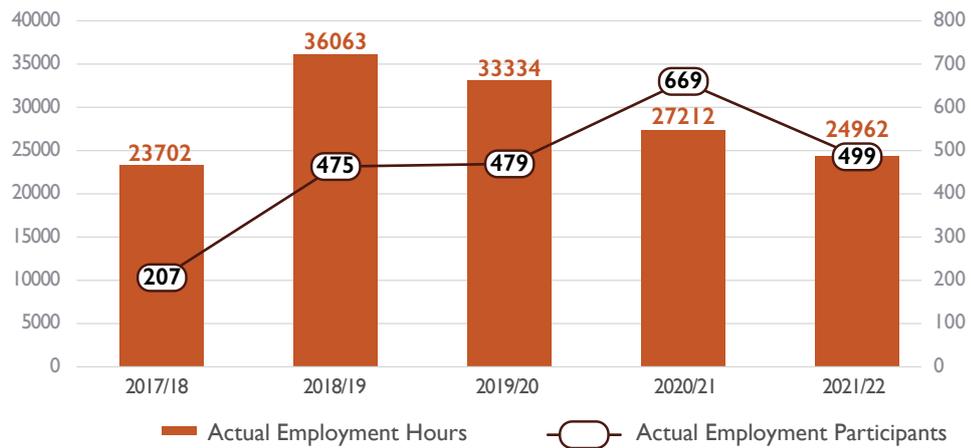
**Figure 3: Community engagements by CD income stream 2021/22**



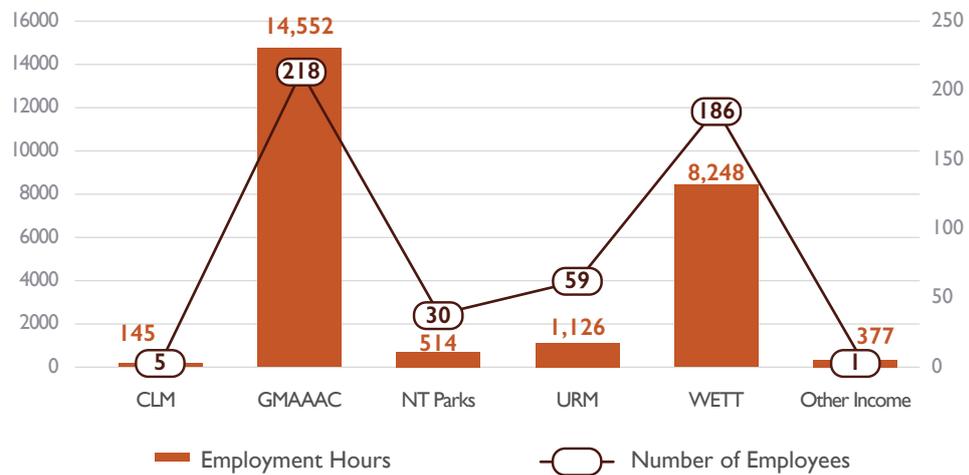
## 2.3 ABORIGINAL TRAINING AND EMPLOYMENT

During the reporting period 499 Aboriginal people were employed through CD projects and worked a combined total of 24,962 hours across the CLC region on projects funded under the CD program. This reflects both a decrease in the number of workers and hours worked as compared to the previous year (669 people at 27,212 hours). The total hours of employment undertaken by Aboriginal people has now decreased for three years in a row (see figure 4 below). It is important to acknowledge that this trend began under the COVID-19 setting. The COVID-19 setting has made it more challenging for many low-capacity local organisations that the CD program partners with to deliver results in Aboriginal employment. Another factor is related to the CLC diversifying its project partners on infrastructure projects. It is experiencing difficulties in relation to job-ready requirements of certain partners, such as white cards, ochre cards, police checks, and inductions. These requirements make employment opportunities more difficult to realise. Further context about the challenges of employment is provided in section 1 of this report. CLC is trialling several strategies to address these challenges. The number of employment participants increased between FY17 and FY21 before falling in FY22. The reasons for this generally positive trend may point to strengths the CLC can build on for its employment strategy.

**Figure 4: Aboriginal employment figures 2017 – 2022**



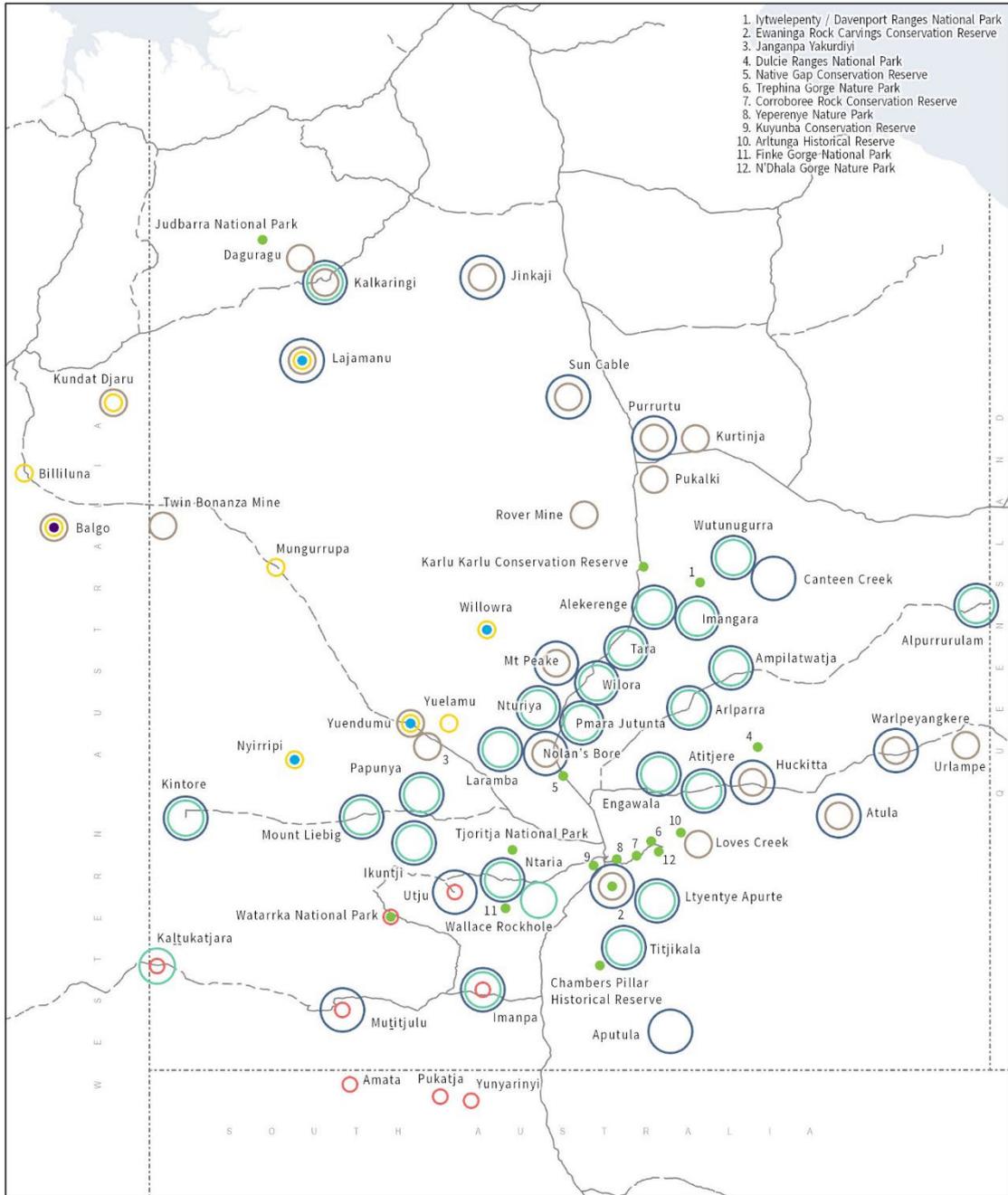
**Figure 5: Aboriginal employment figures for 2021/22**



This graph shows employment data for each income stream. As in previous years, GMAAAC produced the most employment, followed by WETT and then URM.

While less Aboriginal people were employed this year, there were significantly more Aboriginal people involved in training this year. Overall, CD funded projects delivered 5,006 hours of non-accredited training for 117 participants (up from 2,658 hours in the previous year). It also delivered 3,712 hours of accredited training for 317 participants, which is a significant increase on 1,827 hours for 105 participants the year before. Several factors can explain the increase in training participation, including the lifting of COVID-19 restrictions and the resumption of the delivery of training programs by providers. There has also been an increase in focus by the CD team to ensure that project partners complete reporting templates satisfactorily and include training data. As well as an increase in staff capacity in administration to integrate late reports into system. This may have led to an increase in data capture.

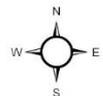
## 2.4. Location of the 2021/22 CLC community development projects



### Locations of 2021-22 CLC Community Development Unit Projects

#### Projects

- NT Parks Rent Money
- Warlpiri Education and Training Trust (WETT)
- Tanami Dialysis Support Service Project
- Uluru Rent Money
- Granites Mine Affected Area Aboriginal Corporation
- Other Community Development Funding
- Community Lease Money
- Matched Funds



R031

PRODUCED BY: Geospatial Services at 31/03/2023  
 © CLC 2023

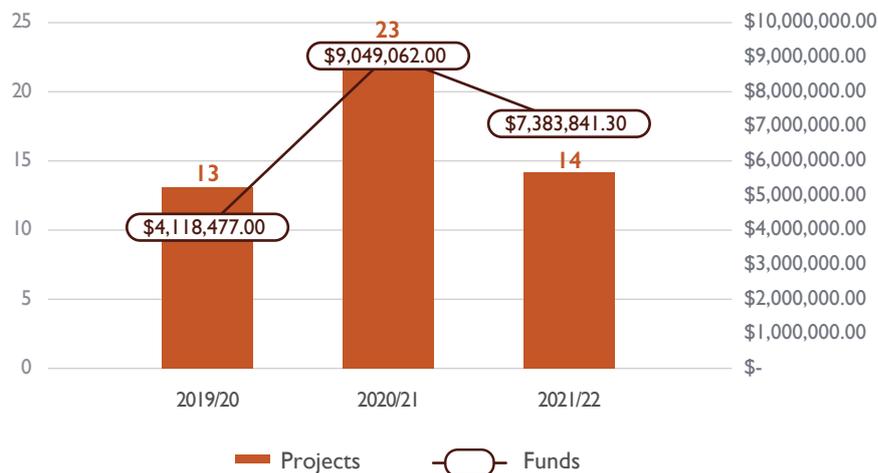
# 3. PROGRESS OF INDIVIDUAL INCOME STREAMS

## 3.1. THE WARLPIRI EDUCATION AND TRAINING TRUST (WETT)

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

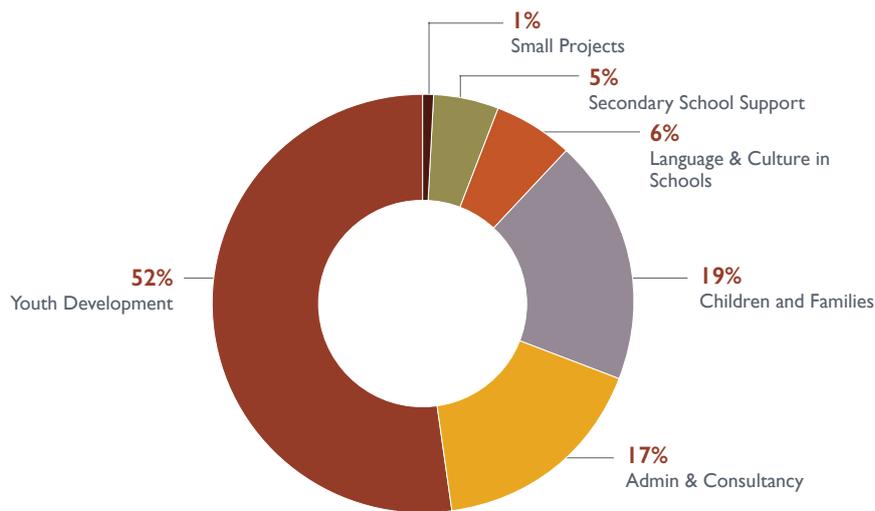
<b>\$7,383,841</b>	<b>98</b>	<b>5</b>	<b>186</b>
<b>Funding Allocated for 14 Projects</b>	<b>Community and Stakeholder Engagements</b>	<b>Projects Successfully Completed</b>	<b>Aboriginal People Employed for a Collective Total of 8,248 Hours</b>

Figure 6: WETT funding allocations and projects 2019-2022



This graph shows the number of projects funded through WETT and the total amount of funds allocated to projects across three consecutive years. The number of projects funded increased from 13 in FY20 to 23 in FY21 before falling back to 14 in FY22. The total amount of funds allocated to projects increased from \$4.1m in FY20 to \$9m in FY21 but then fell back to \$7.3m in FY22. These variations in project funding are mostly due to project cycles, with many projects being refunded when they are due to be renewed.

**Figure 7: Funding allocation by WETT Objective 21/22**



This chart shows the percentage of WETT funding allocations per project type. This year the majority of funding was allocated to Youth Development (52%). As explained above, WETT’s funding of project objective remains relatively consistent over time, with variations in funding of project type reflecting project funding cycles rather than changes in objectives.

A range of tangible benefits were delivered across the five completed projects. Examples include:

- The WETT Tracking and Learning (TAL) project conducted community research on the Learning Centre program. Important findings about the Learning Centre programs and operations informed decisions by WETT AC to increase Warlpiri control over their resources. The project provided employment and capacity building for Yapa<sup>4</sup> researchers. WETT AC opted to continue this program under a new funding agreement.
- The Willowra Early Years Program employed six local Yapa women in the role of playgroup facilitators to support a culturally strong early learning program in the community. WETT AC also opted to continue this project under a new funding agreement.

There was a slight decrease in community and stakeholder engagements conducted, from 63 down to 51. The number of Aboriginal people employed also decreased, from 224 to 186. Factors reported in the period include vaccine certification requirements coming into place creating

a further barrier to employment readiness, mounting capacity challenges experienced by key project partner WYDAC reducing their ability to produce employment data in reports, and fewer country visit camps and elder payments occurring during the period due to COVID-19 restrictions and community conflict in some communities.

*Photo: Shakira Payton and Reanne Presley preparing lunch for the WETT funded Willowra Early Years Program*



<sup>4</sup> The term Warlpiri use to refer to themselves.



## Challenges

A major challenge experienced by WETT has been in relation to the capacity of partners to deliver on projects, particularly ambitious multimillion dollar projects. Some of the main issues include the high staff turnover and inability of partners to adequately support local Yapa staff, organisational governance problems, and problematic purchase order policies. Some of these issues weakened the partnership between WYDAC and WETT and necessitated a contract management approach being taken by the CLC in one instance. A contract management approach is not the preferred approach of the CLC but was considered necessary given the situation. CD staff as agents for these contracts have needed to practice due diligence, manage partnerships, and provide clear information to the WETT Advisory Committee (AC) and take advice from them. Significantly, in the face of this challenge WETT AC is increasing in confidence to take action such as putting special conditions on partners to manage risks. Effective facilitation of WETT elections continues to be difficult. A more detailed application and election process to increase the opportunity of people with relevant experience in the process was implemented this year; yet challenges were still experienced.

## Highlights

A long term WETT leader and Advisory Committee member, Barbara Martin, is now employed as a cultural mentor for the CD team. Initially engaged to teach Warlpiri language and ways of working, she has been proactive in the advocacy and policy space, particularly on bilingual and two-way learning education policy. Barbara gave input on the NT Department of Education's Effective Enrolment Review with Deloitte Access Economics, she met with the Minister for Education, Hon Moss to advocate for funding for a locally based RATE program trainer in Yuendumu, she gave input into First Languages Australia's Draft Indigenous Languages Workforce Strategy, and she presented about bilingual education and WETT to students at the Australian National University.

The WETT Tracking and Learning Project (WETT TAL) continues to make strong progress. This WETT funded project is a collaboration between WETT, CLC and La Trobe University that delivers community based research to support program improvement and WETT decision making, among other aims. CD staff report governance gains being made with the WETT map providing a useful tool for fieldwork and Advisory Committee meetings. An important element of this project has been building up the capacity and number of Yapa community researchers to conduct the research and inform the research design. The research findings have effectively checked assumptions of CD staff and WETT Advisory Committee members and enabled CD staff to speak to partners with more confidence about the needs and views of the community. The project has extended the CD staff role beyond meeting facilitation and project management also into research support. While this is producing benefits, it is creating resource challenges for staff who are taking on additional tasks under the same level of resourcing. WETT TAL employment opportunities provide meaningful work for Yapa and support the upskilling of local Yapa in research, while employment of Yapa has also improved the quality of the CLCs community engagement. The project is providing important learnings about Aboriginal-led Monitoring, Evaluation and Learning and research approaches more broadly as Yapa are acknowledged as experts in their own community, with CLC and La Trobe University to be guided by their knowledge.

WETT representatives successfully shared the WETT story at the 2022 AIATSIS Summit, engaging older and younger members in the process demonstrating succession planning in action.

*Photo: TAL trial feedback presented at WETT AC meeting August 2021*



### 3.2. THE GRANITES MINE AFFECTED AREA ABORIGINAL CORPORATION (GMAAAC)

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

<b>7.7 million</b>	<b>207</b>	<b>25</b>	<b>218</b>
Funding Allocated for 86 Projects	Community and Stakeholder Engagements	Projects Successfully Completed	Aboriginal People Employed for a Collective Total of 14,552 Hours

#### 2021-22 GMAAAC Progress

Figure 8: GMAAAC Funding Allocations and projects 2019-2022

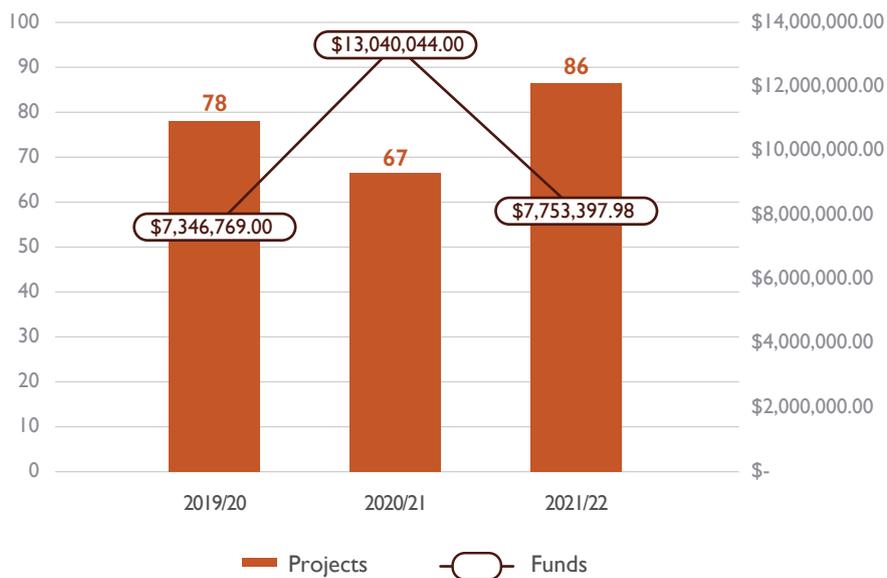
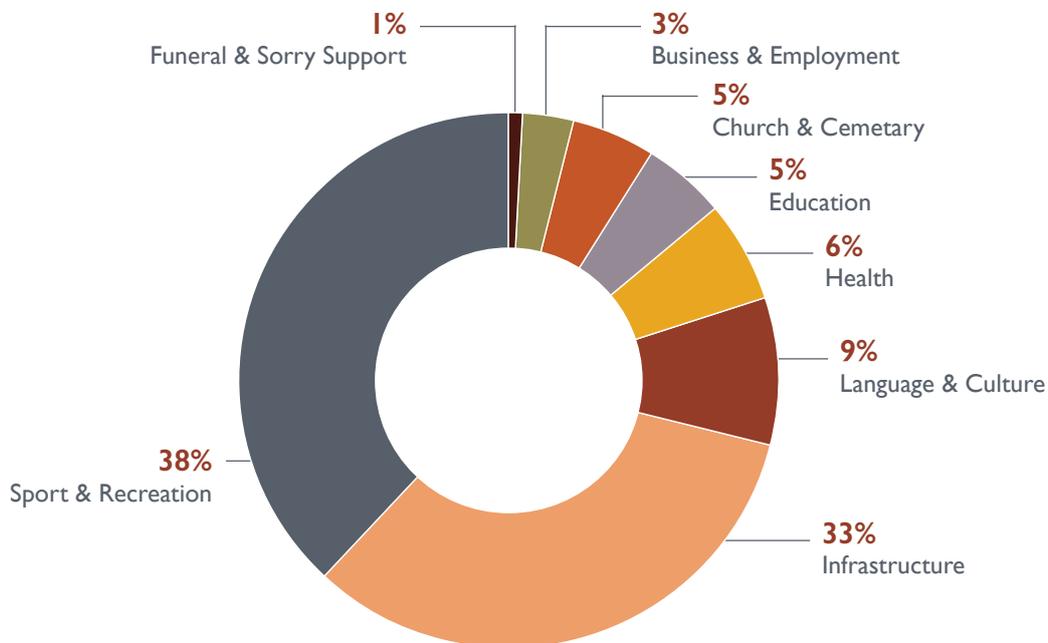


Photo: Lydia Nakamarra Walker attended the GMAAAC funded Tanami Girls Cultural Dance Camp in 2022

A total amount of \$7.7m was allocated to projects under the GMAAAC project in FY22 period. This is significantly less than the amount allocated of \$13m in FY21, but relatively consistent with the amount allocated of \$7.3m in FY20 period. The spike in the amount allocated in the FY21 period was due to the funding of several large infrastructure projects that had been planned and scoped over several years. Subsequently, infrastructure funding decreased from 59% in FY21 to 33% in FY22.

**Figure 9: Funding allocations by project type 2021/22**



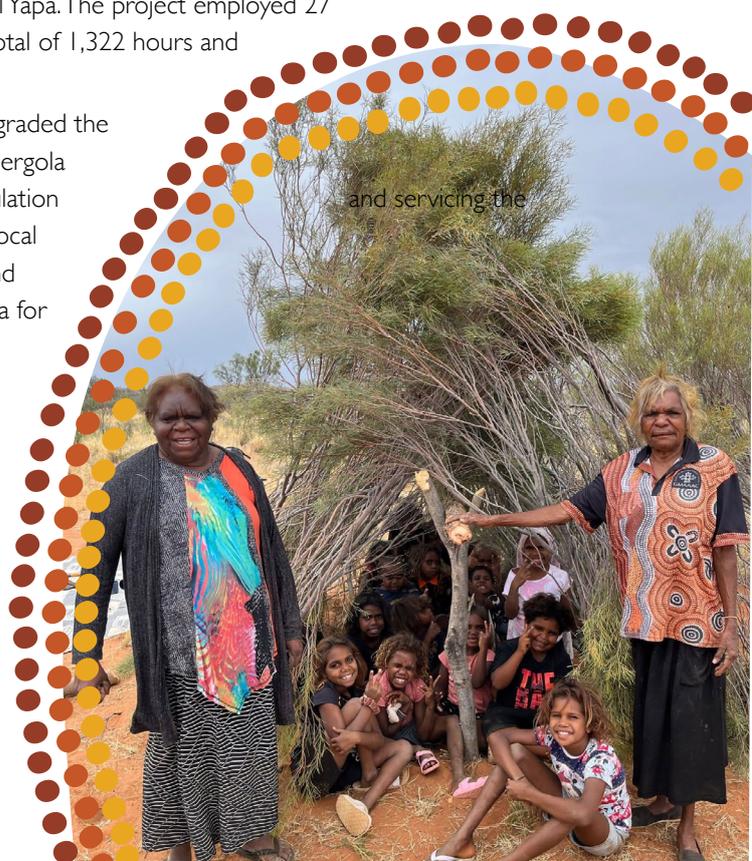
This chart shows that the largest project type funded in this period was Sport and Recreation at 38%, which is a significant increase compared to last years equivalent of health and sport at 19%. This is due to the funding of the water park operational funding and the refunding of the Yuendumu pool operations contracts.

A range of tangible benefits were delivered across the 25 completed projects. Examples include:

- The Language and Culture Archives project delivered by PAW media uploaded more than 40 videos, 150 audio clips and 22 images onto an application to maintain and share culture and cultural knowledge in collaboration with local Yapa. The project employed 27 Aboriginal people as cultural advisors for a total of 1,322 hours and 10 people as archivists for 849 hours.
- The Nyirripi Desert Rose Church project upgraded the community church, including constructing a pergola and paving, installing electrical works and insulation air conditioner. The project employed three local Aboriginal people for a total of 247 hours and provided an attractive sheltered outdoor area for the community to congregate.

There was a large increase in community and stakeholder engagements conducted, from 149 up to 207, and a decrease in the number of Aboriginal people employed, from 299 down to 218. Engagements went up due to an increase in GMAAAC team staffing, providing extra capacity for consultations, planning and project

Photo: Yamurna Oldfield and Tess Ross teach Yuendumu school students on country



implementation in the field. A major contributing factor in the reduction of employment numbers is the reduced capacity of partners to deliver projects in the COVID-19 setting, particularly with supply chain issues affecting infrastructure projects.

## Challenges

An important element in the CD approach is partnering with local organisations to deliver projects in each community. GMAAAC continue to experience challenges in this area due to the limited number of local organisations with relevant expertise for project delivery, and more broadly due to capacity issues experienced by local organisations.<sup>5</sup> Overloaded project partners are increasingly unable to meet GMAAAC demand as the GMAAAC project becomes more productive due to a high-income stream, growing CD governance group planning capacity, and more effective and strategic practice by CD staff. In this setting, CD staff are needing to spend increased time addressing issues experienced by or associated with project partners. For example, CD staff are collaborating more with partners to support effective project delivery and engaging more with partners to ensure reporting and compliance requirements are being met.

## Highlights

In the face of the project partner challenge, the team have effectively pivoted towards a partnership approach with project partners where there is alignment in aspirations and values. Applying less of a contractual approach, the CLC have been working more closely with certain partners during the design phase of projects to better understand their needs, build mutual understandings and accountabilities, and deepen levels of co-design with the aim of improving project effectiveness and increasing project sustainability.

The Tanami Downs upgrade was completed this year after five years of planning and several stages of project work. The upgrade has improved the functionality and safety of the houses, with kitchens, laundries and security doors and windows installed. The group have upgraded the homeland to enable more time on country for cultural maintenance and also plan to hold events and produce art at the homeland now that it has suitable infrastructure. The planning process undertaken for this project set a leading example that other CD groups in the region have adopted. Dating back five years, Tanami Downs were the first of the GMAAAC communities to commence master planning as the basis for upgrading and developing their community. The master plan took into account the community's low

*Photo: CLC staff supported a Tanami Downs GMAAAC Committee meeting on Country in August 2021*

<sup>5</sup> In part due to the remote and challenging operating context of Central Australia, described further in section 1 of this report.





Photo: The Lajamanu Water Park was constructed between March and July 2022

income (relative to the large GMAAAC communities), assessed infrastructure and mapped this against people's aspirations for the place. This successful approach has been replicated by other GMAAAC governance groups and marks a strong shift towards more detailed planning, out of meeting consultations, scoping reports and master planning. While the design and scoping work leads to more informed decision-making and investment, CD staff are reporting that it is also an effective lobbying and advocacy tool, such as for leveraging funds and changing government processes for community benefit. Comparatively, GMAAAC tended to fund shorter-term projects in the past, the holistic community planning that GMAAAC is now undertaking demonstrates significant progress made in participatory development methods and their development journey more broadly.

A particular highlight in the lobbying and advocacy space was seen in Yuendumu with the GMAAAC committee and CD staff engaging strategically with Power and Water Corporation (PWC) to increase accountability and transparency of PWC decision making processes. CD staff effectively facilitated a meeting between PWC staff and the GMAAAC committee to achieve agreement on a more efficient PWC EOI process, as well as improved PWC feedback mechanisms to GMAAAC. Given the limited power and water supplies in Tanami communities, and the need for plans for infrastructure projects to gain PWC approval to progress, PWC have significant control over which infrastructure projects eventuate in the Tanami. Consequently, GMAAAC and CLC are now advocating for the establishment of a leadership group outside of PWC that can engage with all key stakeholders, including traditional owners. The aim of this advocacy work is to create an environment where PWC related decisions are made in a more transparent, fair and efficient way. This is important because it demonstrates a strategic approach to creating change by addressing systemic issues, while the changes sought could enable greater engagement and empowerment for GMAAAC.



Photo: Ross Rockman, Hamilton Morris and Peggy Granites at Tanami Downs August 2021

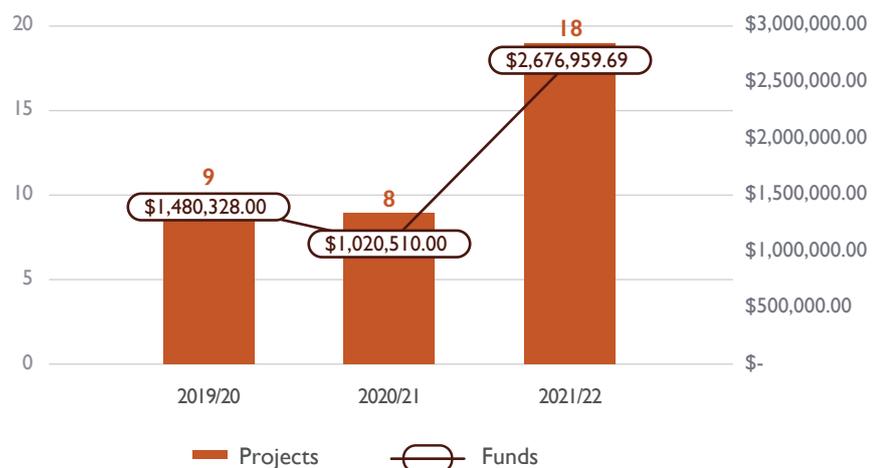
### 3.3. THE ULURU-KATA TJUTA RENT MONEY (URM)

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

<b>\$2.6 million</b>	<b>42</b>	<b>11</b>	<b>59</b>
Funding Allocated to 18 Projects	Community and Stakeholder Engagements	Projects Successfully Completed	Aboriginal People Employed at a Collective Total of 1,126 Hours

#### 2021-2022 URM Progress

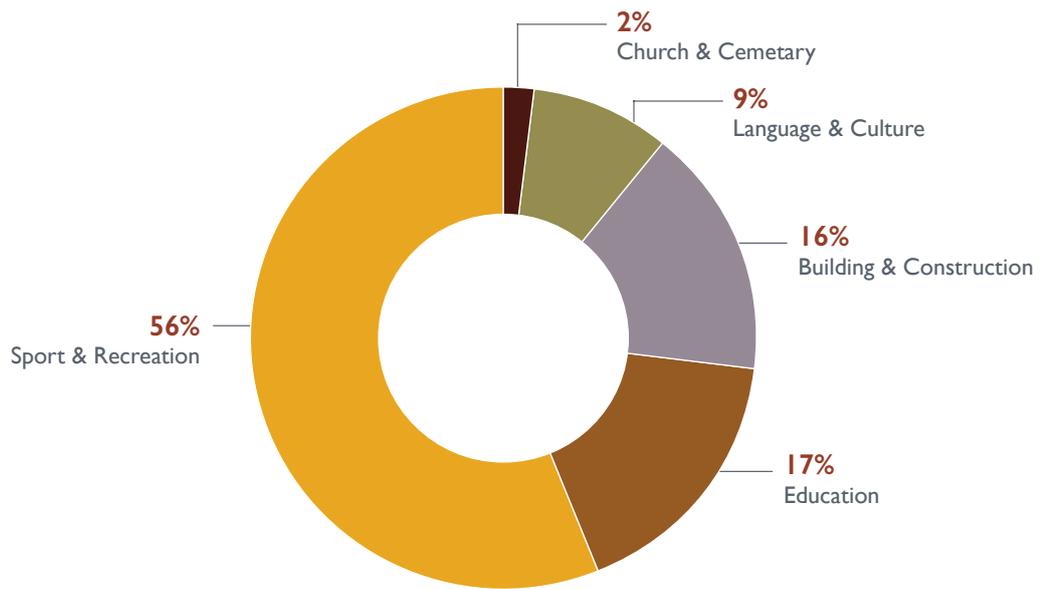
Figure 10: URM funding allocations and projects 2019-2022



URM project allocations were over \$2.6 million this year, a four year high and more than doubling the amount allocated in the previous year. 18 projects were funded, which is double the amount funded in the previous two years (eight projects funded in FY21 and nine in FY20). The significant increase in funds allocated is largely due to three years of funding allocated to the Mutitjulu pool operations project, while the increase in the number of projects funded is due to additional allocations being made to existing projects for their effective management, the impact of the MFI in Mutitjulu and the funding of a new priority Ara across the region.<sup>6</sup> This involved the funding of music projects in each of the eight communities in the URM region.

<sup>6</sup> The URM region project have a funding strategy of the Ara, or priority areas, where the group work through the Ara planning and funding projects in order of importance.

**Figure 11: Funding allocations by project type 2021/22**



This chart shows the percentage of URM funding allocations per project type.

The project type with the largest allocation of funds shifted this year from Language and Culture (58% last year down to 9% this year) to Sport and Recreation (1% last year up to 56% this year). This is largely due to project funding cycles. The large allocation to the Mutitjulu Pool Operations Project accounted for the total 56% of the Sport and Recreation project type, this shift in project type funded does not reflect a major change in funding priorities but rather project funding cycles.

A range of tangible benefits were delivered across the 11 completed projects, examples include:

- The Cultural Activities and Bilingual Resources project worked with local schools, Aboriginal leaders and young people in Mutitjulu, Watarra, Utju and Imanpa to support and promote first language Pitjantjatjara education and literacy, and cultural and ecological learning on-country. 15 Aboriginal people were employed as part of the project.
- The Mutitjulu Pool project continued to deliver leisure and swimming activities in the community according to the 'yes school, yes pool' policy while collaborating with NPY women's council to provide BBQs at the pool on school holidays. Three local Aboriginal community members were employed at the pool for a total of 48 hours. The low number of hours is reportedly due to barriers caused by vaccination and Ochre card requirements. Also, the pool manager changed during the period however a one-week handover was delivered.

*Photo: Boys from Utju community participate in cultural dance as part of the cultural activity and Bilingual Resource Project*

Total community engagements by the CD team increased significantly compared to last year from 18 to 42, mostly due to easing COVID-19 travel restrictions.





## Challenges

At the regional level there have been challenges with project delivery mainly due to the low capacity of certain project partners. For example, cemetery projects have been delayed in certain communities due to challenges experienced by a project partner to deliver in the current environment. The project is designed to enable a high degree of local labour through incorporating the Community Development Program (CDP) and topping up wages, however COVID-19 restrictions and local capacity issues have delayed the delivery of this project.<sup>7</sup>

Governance has been particularly challenging for the local Mutitjulu community governance group, with the growing number of governance groups operating in the community (both those run by CLC and other organisations) putting increasing demands on community leaders' time. Together with an ageing CD working group membership, this has made holding meetings with high levels of participation and engagement challenging. The community has endeavoured to address both elements of the challenge by updating the working group membership and getting more younger people involved as members.

## Highlights

For the regional URM project a significant highlight has been strong regional governance. Despite travel changes since the Covid-19 pandemic and an overall reduction in income, traditional owners have remained committed to their governance process and project strategy. This includes continued commitment to their Ara strategy, which includes a specific order of priority areas under which projects can be funded. Regional working group members have continued to fund and strengthen projects within the Ara that are effectively delivering community benefit across the region according to project reports and community feedback. While continuing with the Ara strategy, the group have made one change of introducing outstations as an extra Ara under which projects can be funded.

A regional project highlight is the URM Bilingual resources project. This project has been successfully delivered in Utju (Areyonga), Watarrka (Kings Canyon) homelands, Mutitjulu and Imanpa for several years. Based on the projects successful provision of cultural benefits and approach in working with and employing local Aboriginal people, traditional owners have expanded the project to include Amata, Yunyarinyi (Kenmore) and Kaltukatjara (Dockers River). The project is uniquely designed in each location. In Imanpa, students, senior community members and teachers produced a bilingual book after they learned from the Anangu Rangers about local plants, animals, bush foods and tracking skills. Out bush, students learned about important cultural sites and collected bush medicine. In the classroom the learning continued in science class.

A significant highlight of the specific Mutitjulu community CD project has been the continued effective operation of the Mutitjulu swimming pool and the construction of a house for the pool manager; both results the outcome of good process. Regarding the operation of the swimming pool, the Mutitjulu working group considered submissions in a tender process. They decided to award the existing and long-term project partner Casa Leisure the contract again. This was based on a trusting relationship, quality of service and recent results in local training and employment, despite the higher operating costs than some competitors. The CD team and Mutitjulu working group oversaw the completion of the Mutitjulu Pool Operators House project, which involved a co-design process between the

*Katie Kitson and Sarah Palmer taught kids in Imanpa to make bush medicine as part of the Uluru rent money project*

<sup>7</sup> CDP is a remote employment and community development service administered by NIAA.



architect and the working group, and the working group selecting the construction company to implement the works after a competitive tender process.

### 3.4 NORTHERN TERRITORY PARKS RENT MONEY (NTP)

This project, which started in 2010, works with the traditional owners of 16 national parks, conservation areas, historic reserves and nature parks across the CLC region to apply park rent for community benefit. The project aims to achieve this by working with each of the 27 Aboriginal governance groups to achieve broad ranging social, cultural and economic benefits.

<b>\$1.5 million</b>	<b>177</b>	<b>22</b>	<b>30</b>
Funding Allocated to 31 Projects	Community and Stakeholder Engagements	Projects Successfully Completed	Aboriginal People Employed at a Collective Total of 514 Hours

#### 2021- 2022 NTP Progress

This period there was a shift in the amount of funds allocated to projects and the number of projects funded in the NT Parks income stream, shown in figure 12 below.

Figure 12: NT Parks funding allocations and projects 2019-2022

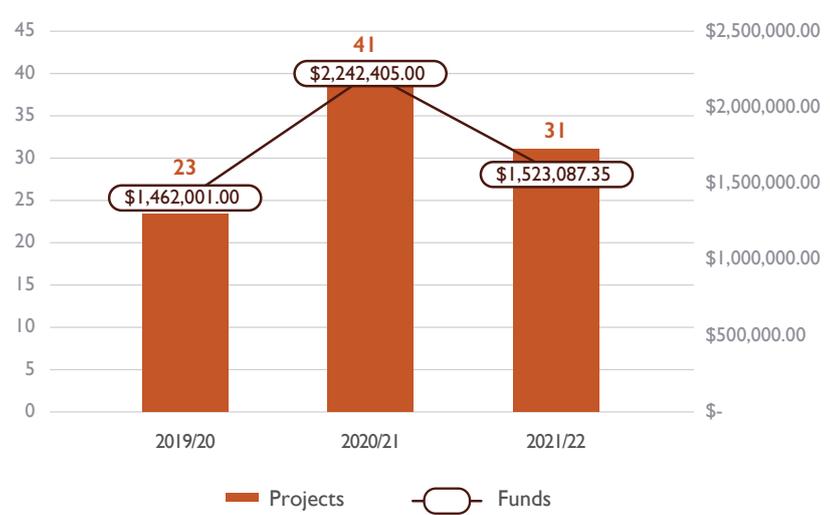
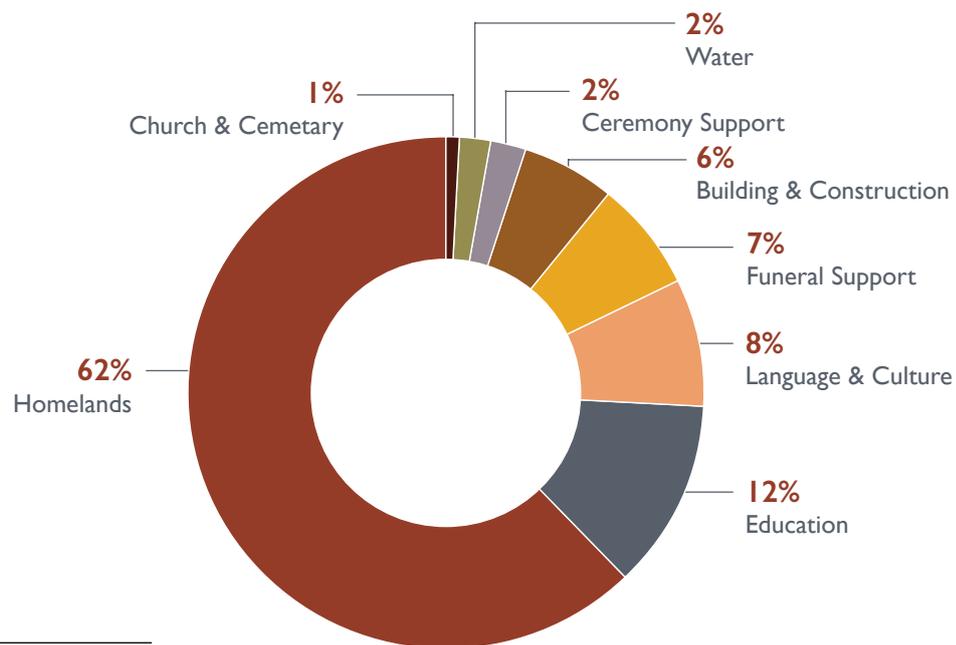


Photo: A concrete verandah at Akanta homeland was one project the group funded with their NT Parks rent money

After the amount of funds allocated to projects and the number of projects funded increased in FY21, this year the amount of funds allocated to projects decreased from \$2.2m to \$1.5m and the number of projects funded decreased from 41 to 31. Two major factors contributed to this, limited group income and engagement focus by CD staff. Many NTP groups have limited funding and decided to pause funding allocations to allow their income to build up over periods. Some groups have very low income and so only fund projects every few years, while groups with higher income might also wait for income to build up to fund higher dollar value projects such as infrastructure. Meanwhile, many groups under the MFI had sufficient funds to allocate to their project priorities, resulting in a shift in engagement focus by CD staff from NTP to MFI. The CD program was also successful in leveraging funding from the Economic Participation Unit (EPU) for some bigger projects, such as Mwerre Mpwepe Homeland Infrastructure Project, reducing the amount of CD funds used.<sup>8</sup>

**Figure 13: NT Parks funding allocation by project type 2021/2022**



<sup>8</sup> The EPU is a section within the CLC that supports economic development for Aboriginal people, including managing grant funds to support this goal.

Photo: NT Parks  
Rent Money funded  
Kwarritnama Women's  
Circle participant Hilda  
Inkamala works on a  
painting as part of the  
program.





This period the majority of funding was allocated to Homelands projects at 62%, which is fairly consistent with the previous year. The next largest portion of funding was directed to Education projects at 12%. A noticeable shift in funding was seen for Language and Culture, with 26% of funding allocated to this project type last year and 8% this year. This is due to several factors, such as ceremony funds under management not being expended as usual under the COVID-19 setting and so not requiring refunding, as well as the high value Yeperenye Trail Project being funded under this objective in the previous reporting period.

During the period the team conducted 177 community and stakeholder engagements which is a slight increase on last year's engagement level.

A range of tangible benefits were delivered across the 22 completed projects. Examples include:

- The Alpintharra Bush Camp Project has provided a more comfortable living space for visiting family members with the construction of a large steel shade structure with two enclosed sides and a concrete floor. The structure also houses a solar power system and backup diesel generator to provide power to the location. This project is designed to enable the community to spend more time on country together with more family members. It marks a substantial investment in upgrading the infrastructure at an under-resourced but important site for the family.
- The Uluperte Outstation Upgrade Project delivered a new three-bedroom house with a kitchen, bathroom, veranda, septic tank and 4500L water tank, as well as connection to existing solar power. Repairs and maintenance was also conducted on the existing house. This project is designed to enable more family to benefit from the healthy lifestyle of staying on country and to share cultural knowledge with the younger generations, such as song and story lines and ceremony.

## Challenges

An ongoing challenge for Aboriginal groups across the NT Parks Project is the limited yearly income received. Groups do not have sufficient income to adequately address local issues and pursue their aspirations, compared to other income streams.

In the many instances where Aboriginal groups choose to invest in homeland development, this challenge is exacerbated by numerous government funded homeland service providers inadequately delivering on their responsibilities. There have been growing reports of repairs and maintenance of homelands not being satisfactorily delivered, or not being undertaken at all. Gaps left by homeland service providers has led to growing demands for homeland support through the CD Program. In response, effective lobbying and advocacy work has been undertaken by the CD program with CDOs leveraging additional funding to support TO aspirations for their homelands. Three homelands received EPU grant funds to undertake major construction works beyond what their NT Parks income would have enabled. CDOs have also worked strategically with stakeholders to properly map needs and options around energy security for a number of outstations. This work in strategic planning and leveraging of funds is making an important impact, however there is further strategic lobbying and advocacy work to be done in influencing homeland service providers to deliver on the responsibilities they are funded to deliver. This could involve a variety of different strategies such as engaging with service providers directly through the CLC Policy Unit, and or engaging with relevant authorities such as ORIC or government. Lobbying and advocacy work conducted in the Tanami and reported on in

*Photo: Jacob Richardson, Sonya Davis, Tanya Malbunka, Bradley Jugada, Benanthea Jugadai, Regina Ebatarinja are happy with the new bush camp at Alpintharra*

...the Tanami section, such as in relation to PWC accountability processes, could offer helpful learnings for this endeavour.

Item	Cost (\$)
1. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
2. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
3. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
4. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
5. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
6. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
7. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
8. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
9. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
10. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
11. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
12. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
13. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
14. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
15. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
16. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
17. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
18. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
19. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
20. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
21. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
22. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
23. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
24. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
25. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
26. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
27. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
28. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
29. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
30. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
31. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
32. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
33. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
34. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
35. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
36. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
37. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
38. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
39. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
40. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
41. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
42. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
43. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
44. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
45. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
46. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
47. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
48. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
49. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
50. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
51. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
52. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
53. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
54. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
55. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
56. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
57. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
58. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
59. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
60. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
61. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
62. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
63. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
64. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
65. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
66. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
67. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
68. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
69. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
70. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
71. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
72. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
73. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
74. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
75. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
76. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
77. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
78. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
79. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
80. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
81. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
82. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
83. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
84. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
85. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
86. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
87. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
88. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
89. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
90. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
91. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
92. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
93. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
94. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
95. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
96. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
97. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
98. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
99. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00
100. Cost of 100kg of concrete and removal of old (empty) materials to be installed on approval (dependent on supply)	\$1,500.00

236,650.22

...the Tanami section, such as in relation to PWC accountability processes, could offer helpful learnings for this endeavour.

In the Southwest in particular ceremony projects are becoming increasingly challenging for traditional owners and the CD team. Most Parks groups highly value and regularly fund cultural ceremony projects. However, misuse of the funds by some beneficiaries and management challenges experienced by project partners has led multiple project partners to withdraw from managing this type of project. The effective design and management of ceremony projects requires careful consideration by the CLC, Aboriginal governance groups and prospective project partners. There is a risk that ceremony projects will no longer be viable if the status quo continues.

### Highlights

The traditional owners of the Yeperenye nature park won the 2021 Indigenous Land Management Award at the Natural Resource Management Awards for the Yeperenye Trail project. Traditional owners of Emily and Jessie Gap Nature Park planned, funded and implemented a 7.2km 'tourist walkway' to encourage visitors to see and learn about their country.<sup>9</sup> The walkway was installed in FY21. In FY22 anecdotal feedback suggests that the trail was used regularly for walking and mountain biking. This is supported by data from car monitoring devices which shows a significant increase in visitation to the area, however the data does not detail the purpose of the visit. During this period (FY22), the working group allocated funds to trail maintenance projects, which are expected to provide ongoing employment for TOs and their families who were involved in building the track. Watarrka traditional owners continue to experience governance benefits since they reformed their decision-making processes in 2018. The design of family based working groups has broadened participation, with increasing numbers of women and men attending meetings, having input, and learning and building their capacity in decision making. Watarrka TOs resolved to continue with this governance arrangement. The governance arrangement has effectively broadened participation outwards from several family groups led by influential individuals, to more members of the traditional owner group, including increasing participation from different cohorts such as younger people and women. A further benefit has been the ability of family groups to progress their CD work while other groups need to pause due to issues such as conflict.

Traditional owners have been learning from their collective experience from the NT Parks income stream to design projects that create more benefit at less cost. This is reflected in a shift in homeland development planning, with TOs moving away from a focus on basic housing installation or renovation towards projects designed to enable more people to spend more time on country through the provision of essential services such shelter, power and water. The Alpintharra project is an example of this approach, with TOs investing in a semi-enclosed shade structure with power supply to enable more family to visit country together. This shift towards funding projects designed to produce greater collective benefit with limited funds demonstrates an important step in the community development journey.

Photo: Debbie Abbott and Aaron Rankin from the Wattarka National Park Rent Money Working Group

9 See CLC CD Program Monitoring report 2020 -2021 for a detailed case study on this project.



### 3.5. THE COMMUNITY LEASE MONEY (CLM)

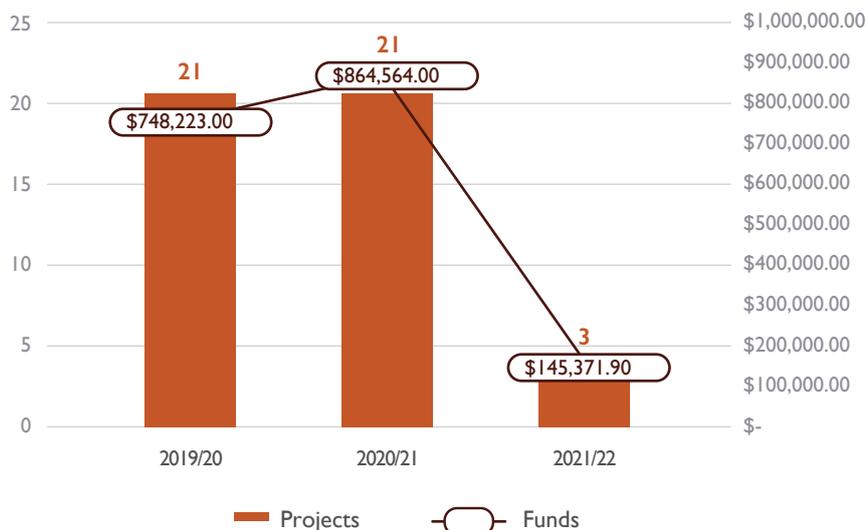
The CLM Project works with money paid by third parties to traditional owners for leases over community land under section 19 of the NT Aboriginal Land Rights Act. It involves ongoing section 19 lease money and the remainder of the one-off five-year lease money paid by the Australian Government which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

<b>\$145,372</b>	<b>45</b>	<b>13</b>	<b>5</b>
<b>Funding Allocated for 3 Projects</b>	<b>Community and Stakeholder Engagements</b>	<b>Projects Successfully Completed</b>	<b>Aboriginal People Employed for a Collective Total of Hours 145 Hours</b>

#### 2021-22 CLM Progress

This year there was a significant shift in the amount of CLM funds allocated to projects, and the number of projects funded, shown in figure 14 below.

Figure 14: CLM funding allocations and projects 2019-2022



After a relatively consistent amount of funds allocated to projects and number of projects funded, there was a significant decrease in both areas this year. The amount of funds allocated to projects decreased from \$864,564 to \$145,371 and the number of projects funded decreased from 21 to 3. This occurred due to the relationship between CLM and MFI, with groups who have access to both

Photo: Titjikala students and youth workers on a CLM funded excursion to Adelaide in 2022

incomes predominantly allocating MFI funds this year, instead of CLM funds. In such cases, most of the CD activity undertaken by these governance groups is captured under MFI data and reporting.

A range of tangible benefits were delivered across the three completed projects. Examples include:

- The Alekarengge Football Oval Fence and Shelter Project installed important infrastructure for the church and football oval. The fence gives structure to the football oval and the shelter provides shade to supporters to encourage sport and recreation for young people. The shade at the church will be used for funerals and other community events, to support community cohesion.
- The Engawala Football Oval Shelters Project is designed to support community sport and recreation, while providing training and creating employment opportunities. Two Aboriginal people were employed for a total of 55 hours to install the infrastructure, 32 hours of formal training was also undertaken by these workers.

## Challenges

Progress in Kaltukatjara has been slowed by community conflict, with difficult meeting environments preventing group meetings from occurring, such as Section 19 instruction meetings where traditional owners decide how to allocate their lease money. However, strategic work by CD staff enabled the funding of the Softball Lights Project. Successful lobbying work also saw ABA funds leveraged to support the funding of this project.

A broader challenge reported by staff in the East region is the difficulty in enabling broader community feedback mechanisms in some locations. While working groups are well informed and in control of decisions, in some communities the broader community is not. This is a reflection on the busy and fragmented landscape of many communities, as well as a limitation of the delegation of full decision making powers to a working group, such as the power to prioritise, plan and fund projects. Noting that in a number of communities in the East, delegations have not been given to a working group and decisions continue to be made at community meetings allowing broader feedback loops. A further governance challenge is that given cultural practices, elders often occupy the majority of governance group membership. CDOs continue to tackle these challenges, this is particularly apparent in relation to age, where under the guidance of senior people, CDOs have been actively supporting younger people into governance group positions.

## Highlights

Progress was made at Papunya at both the governance and project level. Papunya community refreshed their working group membership, with more younger people being included into the decision making group. To make decisions more effectively around power dynamics and relationship obligations the group have adopted a silent voting system. Silent voting was the process used when the Sorry Camp Ablution Block project was funded at \$165,000. This Project was also the result of strategic work by CD staff, who leveraged funds from the Economic Participation Unit (EPU) to extend impact beyond the level of the groups

*Photo: Eris Ryder works on the CLM funded Engawala Shade Structure Project.*



resources.<sup>10</sup> These results are significant given the challenges experienced in the past, particularly in relation to addressing group membership and unequal power dynamics that negatively affected decision making and the realisation of broad community project benefits. Broadly these changes demonstrate the community's ability to learn from their own experience and move at their own pace to safely address power inequalities to increase the community benefit they can deliver with their resources. It also reflects strengths of the CD program, such as working with groups over extended periods of time, supporting both progress under difficult power dynamics, as well as supporting the navigation of changes at suitable times and the development of locally appropriate approaches and local solutions to increase progress.

The Titjikala working group continue to learn from experience and build on their strengths to improve their development strategy, including setting parameters around the types of projects for funding, and embarking on more detailed and strategic planning to better inform decision making. The move towards more detailed and strategic planning, and the trend towards prioritising projects that could produce tangible benefits for longer periods of time, mark steps forward in the group's governance capacity.

### Tanami Dialysis project

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

Since the introduction of a Medicare rebate for remote dialysis services in 2018, WDNWPT (Purple House) no longer needs Kurra or GMAAAC's support with existing dialysis unit operational costs. However, both Kurra and GMAAAC continue to work with Purple House towards the establishment of dialysis clinics in Tanami communities. This year Kurra allocated \$100,000 to support a future dialysis clinic in Balgo, which is currently undergoing an assessment of viability.<sup>11</sup>

<sup>10</sup> The EPU is a unit within the Central Land Council that supports Aboriginal employment and enterprises, including managing a grant funding process.

<sup>11</sup> Given the limited activity and data under Tanami Dialysis, graphs, challenges and highlights have not been provided.

Photo: Marion Swift,  
Taren Williams and  
Regina Ebatarinja at  
the CLM funded Lukura  
Women's Gym in Ntaria

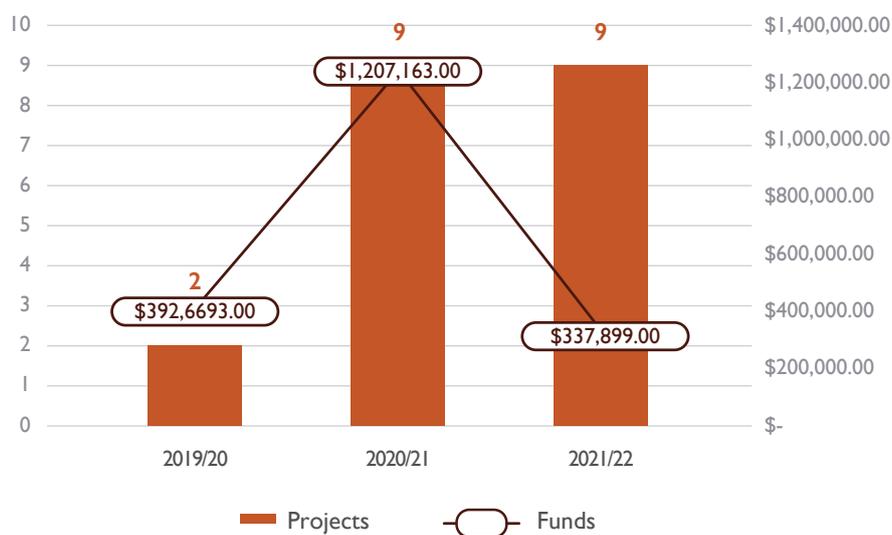


## 3.6. OTHER PROJECTS

This section reports on the progress of 16 distinct CD incomes and generally involves working with groups that have new or limited funds. The CLC is working with 16 different Aboriginal groups that are using income from Indigenous Land Use Agreements (ILUA) for community benefit projects.

<b>\$337,899</b>	<b>39</b>	<b>2</b>	<b>1</b>
<b>Funding Allocated for 9 Projects</b>	<b>Community and Stakeholder Engagements</b>	<b>Projects Successfully Completed</b>	<b>Aboriginal person employed for a total of 377 hours</b>

**Figure 15: Other Projects funding allocations and projects 2019-2022**



This graph shows the number of projects funded and the total amount of funds allocated to projects across three consecutive years. Nine projects were funded this year, which is the same as last year. While the amount of funds allocated decreased from \$1.2m last year (FY21) to \$337,899 this year, the amount of funds allocated is relatively consistent this year with FY20. As is the case with CLM, groups who have access to both incomes predominantly allocated MFI funds this year, instead of Other Projects funds. In such cases, most of the CD activity undertaken by these governance groups is captured under MFI data and reporting.

Two projects were completed this year, both outstation repairs projects. This included the Wakurlpa Project which upgraded homeland housing to enable family to visit country and maintain cultural connection. The project installed a meeting shelter and stock fencing, repaired existing housing and installed kitchens and solar power. A new three-bedroom house with ablution block was also installed. Local Aboriginal people were engaged in the work and employed for a total of 377 hours.

While a large amount of Other Projects data has been incorporated into MFI, The Tanami Mine Affected Area Aboriginal Corporation (TMAAAC) is not included in MFI and is a more active income stream. TMAAAC was established by the Central Land Council in 2003 to receive affected area income generated from the Tanami Mine. There are six communities in the 'affected area' - Lajamanu, Yuendumu, Kalkarindji, Daguragu, Balgo and Ringer Soak. The mine has been out of operation for some



Photo: Collaborative painting at a TMAAAC funded culture camp in Western Australia

time and TMAAAC is no longer receiving income, therefore in 2019 corporation directors decided to commence winding it up. TMAAAC's income was divided between the affected communities as per the TMAAAC rulebook. In FY21 the CD Unit worked with each community to determine the governance arrangements for planning and deciding on community benefit projects to be funded by TMAAAC. This year, with the governance arrangements in place planning commenced. Some Western Australian based groups funded projects, initiating scoping reports for priority projects, for example. The Warlu Ngarlu working group that receives income from the Twin Bonanza mining agreement also planned and allocated funds to their outstation infrastructure during this period.<sup>12</sup>

### 3.7. The Matched Funds Initiative

The MFI is a unique and large-scale partnership between Aboriginal groups, the CLC, and government which is using Aboriginals Benefit Account funds to match Aboriginal peoples' income from land use agreements for community benefit. The Matched Funds initiative (MFI) is designed to align with the aim and approach of the CD program and support progress in specific areas. It provides complimentary funding for Aboriginal groups that have new income from land use agreements which they allocate to community benefit projects through the CLCs community development program. The CLC and the National Indigenous Australians Agency (NIAA) started the three-year Matched Funds initiative in 2020, with the potential to extend if successful. The NIAA provided up to \$9 million Aboriginals Benefit Account funding (ABA) to Aboriginal groups by matching their investments dollar-for-dollar (up to a capped amount).

The results of extended monitoring undertaken on the Matched Funds Initiative are captured in the stand-alone report: [The Central Land Council Community Development Program and the Matched Funds Initiative](#). The report examines the impact of the CD program's work over the period of July 2020 to December 2022. Monitoring was conducted over this time to provide a timely assessment of progress before the three-year MFI trial is complete, while also working with existing annual monitoring processes to enable independent reporting by the Institute for Human Security and Social Change (IHSSC). A summary of the findings are provided below. For more detail on the assessment of progress under MFI objectives and CD program objectives, refer to the stand-alone report.

<sup>12</sup> Given the limited activity and data under Other Projects, graphs, challenges and highlights have not been provided.

## Summary of Findings

- There is evidence of progress towards the CD program objectives using MFI income:
  - Aboriginal people experience high levels of ownership and control over MFI income, which is likely to be contributing to them having more ownership and control over the development of their communities, homelands and futures; and,
  - MFI income is being allocated to projects that Aboriginal people prioritise and value and the outcomes they are achieving are making a meaningful difference to people, however it is difficult to assess sustainability at this stage.
- The CD team has effectively implemented its evidence-based process and approach particularly its first two strategies of governance support and planning and project management, as evident in the case study locations. The strategies of lobbying and advocacy and partnerships and networks are also being implemented but to a lesser extent, in locations where group strategy and local context provides the right setting.
- The MFI has successfully incentivised Aboriginal groups to allocate income to community benefit projects with a significant increase in Aboriginal groups joining CD and allocating funds for community benefit.
- The initiative has increased the funds available to Aboriginal groups providing an opportunity for groups to fund longer term or bigger projects where these are prioritised by the group. There are clear examples of groups funding projects of higher dollar value under the initiative compared to what they funded before the initiative.
- The increase in funds available to groups combined with increased operational funding provided to the CLC to increase its staff base, also led to increased engagement by CD staff with these groups, with the effective application of CD strategies leading to increased impact.
- When several important elements align, bigger projects or greater impact can be delivered. These elements include an increase in project funds available, improved governance capacity, such as the ability for groups to establish agreement on priority projects and strategies, and effective application of the CD program strategies. Generally, effective governance arrangements need to be in place and governance capacity needs to reach a certain level before increased resources can be used effectively for greater impact.
- The MFI has helped address the disparity in income across regions, with most funds directed to the lower income regions of the East and West. However, income disparity across regions continues to exist given the considerably higher income received in the Tanami linked to the large gold mine in that region.

Photo: Collaborative painting at a TMAAAC funded culture camp in Western Australia



## 4. CONCLUSION

Across the CD program, advances continue to be made in governance, planning and project management. Groups are setting and implementing local strategies that are enabling the prioritisation of broader benefit projects, while taking project planning to a more advanced level with the use of scoping reports and master plans. An ongoing challenge for the program continues to be the limited number and low capacity of project partners combined with the low performance of key stakeholders in the region. The CD strategies of partnerships and networks, and lobbying and advocacy are important to address this challenge. The CD program is applying these strategies to a greater degree in variety of ways, such as by successfully leveraging external funds and more strategically addressing systemic barriers. This includes endeavouring to influence the practice and processes of key stakeholders. Notably, the program has made significant progress in supporting Aboriginal-led MEL with the YWPP project in the Tanami. This project is providing an important feedback loop from the community to the WETT Advisory Committee and CD staff leading to more informed decision making and improve CD practice.

The CD program has made strong progress under the MFI objectives considering the challenging context in which it is operating and the short time frame of the initiative so far. The MFI has incentivised groups to join the CD program and allocate funds for community benefit. The CLC has effectively directed matched funds to regions with lower incomes to start to address the disparity in income between regions. The increase in funds available has enabled some groups to fund bigger projects in cases where they have chosen to do so. However, there are multiple elements, such as group governance capacity and the effective application of CD strategies, that contribute to bigger projects being funded or greater impact being delivered. The more these elements are enabled and aligned the more likely the CD program is to deliver greater impact. Given the progress made under the MFI, it is recommended that it is continued and in a timely manner so that the initiative is open for the upcoming round of section 19 lease money instructions. The standalone report suggests that the design for the next phase of the MFI is amended informed by the lessons learned to date. This may include increasing the amount of funds made available to existing groups and increasing operational resourcing including diversifying CLC staff roles to support more strategic partnerships and advocacy work. This could lead to greater enablement and alignment of the elements that contribute to greater impact being delivered.

# REFERENCES

Central Land Council Community Development Framework 2021 – 2026 (2021). Central Land Council, forthcoming.

M. McCulloch, L. Drieberg, D.E. Smith & F. Markham (2022). Indigenous 'elder' organisations: resilient adaptive governance and management as a capability for longevity and renewal, CAEPR discussion paper, Australian National University, forthcoming.

Roche C & Ensor J (2014). Independent evaluation of the Central Land Council's community development and governance programmes, Central Land Council, Alice Springs.

SCRGSP (Steering Committee for the Review of Government Service Provision) 2020. 18 Housing - Report on Government Services 2020 - Productivity Commission (pc.gov.au) Canberra: Productivity Commission.

# APPENDIX A – MONITORING METHODOLOGY

## MONITORING FOCUS AND APPROACH

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

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

In response, the Community Development Program is progressing towards a more comprehensive approach. As outlined in the new CLC Community Development Framework (2021-2026), the evolving approach uses multiple strategies, applied in different ways in different locations, to support change in communities and increasingly in the systems that surround those communities. This monitoring report provides a synthesis of information and data as per the approach and methods outlined in the new CD Unit MEL Strategy.

## PURPOSE AND OBJECTIVES

The intention of the CD Program monitoring is to track change over time through quantitative and qualitative assessment. This year's monitoring continued to explore Aboriginal views on progress made under the CD program and contributed to and limited this, with particular focus on the Matched Funds Initiative in select locations provided in a separate report. Information is drawn from a mixture of sources, including regular project reporting, community-based monitoring, staff reflections, targeted conversations with Senior Community Development Officers and, when available, independent evaluations of specific projects. Annual monitoring, including interviewing Aboriginal project participants, has been undertaken since 2010.

It has also sought to meet the following objectives:

- Provide comprehensive information for Aboriginal people, CLC and other stakeholders about the outcomes achieved (both intended and unintended outcomes) and what has supported or limited progress towards these outcomes.
- Provide Aboriginal people and CLC with timely information about how to further improve the Community Development Program and the Matched Funds Initiative to ensure data is used to inform learning and program adaptations.
- Provide evidence that can demonstrate the value of the program to external audiences.
- Test the core assumptions of the CD Program, i.e. that community development applied consistently and through appropriate strategies will, over time, make a substantial contribution to Aboriginal peoples' control/ self-determination of their development.

## DATA COLLECTION AND ANALYSIS

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

Qualitative data were collected through document review of project reports from organisations delivering funded projects, participatory staff reflective workshops supported by one of the report authors and key informant interviews. Highlights and challenges were explored across all income streams and more detailed analysis of progress across objectives was undertaken for the Matched Funds Initiative to offer a deeper understanding of how effectively CD strategies are being applied to support CD Program development and improvement. Refer to the Matched Funds Initiative Report for detail on the findings and methodology used for this project.

### Review of CD Project data – qualitative and quantitative data on CD Program activities

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

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

### Targeted conversations with Senior CDOs and analysis of Sub-Project reports

Informed by staff reflections, held targeted conversations with Senior CDOs to direct authors to projects relating to main highlights and challenges. Reviewed project reports and extracted/collated information (qualitative and quantitative) with a view to answering the questions below.

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

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

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

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

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

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

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

The material from all sources was collated, analysed and presented in an interim report by independent consultants from La Trobe University. This analysis built on previous years' information and used the Program's objectives as the framework. The interim report and draft analysis were further considered and analysed by CD Unit staff at a series of workshops facilitated by one of the consultants in February 2023. This contributed to the final analysis in this report.

# ACKNOWLEDGEMENTS

The authors are grateful to everyone who gave their time to share their reflections, experiences and views and to set us straight when we had misunderstood. We are grateful to CLC CD staff for their time and patience in supporting data collection, reflection workshops to develop the final analysis and recommendations in this report. We also acknowledge and thank Aboriginal participants who gave their time and shared their valuable insights on the CLC, the CD Program and the Matched Funds Initiative. Lastly, we are grateful to Emily Lapinski, the CD Program MEL Coordinator, who was key in facilitating data access and extraction, logistics and provided valuable support and driving energy throughout the process. Errors of fact and judgement are, as always, the responsibility of the authors.

## Author Details

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

**Alexander Gyles** has supported community development, agreement implementation and Monitoring, Evaluation and Learning with Indigenous communities for over ten years in Central and North Australia. He has also supported research with diverse community groups in Inner Melbourne. He is experienced in cross-cultural participatory approaches that provide practical and timely learnings to inform and improve development practice.

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



CENTRAL  
LAND  
COUNCIL

