

The Central Land Council Community Development Program

MONITORING REPORT

JULY 2022 – JUNE 2023

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Warning to Aboriginal and Torres Strait Islander people: document may contain images of people that have passed away.

Photographic credits

Cover photo: GMAAAC Committee member Tracie Patrick with CLC staff member Rebecca Humphries at the Lajamanu Water Park opening

Back cover photo: Junior Cole gives the thumbs up to a colour run at the Mutitjulu Swimming Pool

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 2022/23

Key Messages

713

Community Engagements
Supporting Local Decision
Making

\$33.8 million

Approved for
Projects

240

New Community Benefit
Projects Funded

180

Projects Successfully Completed

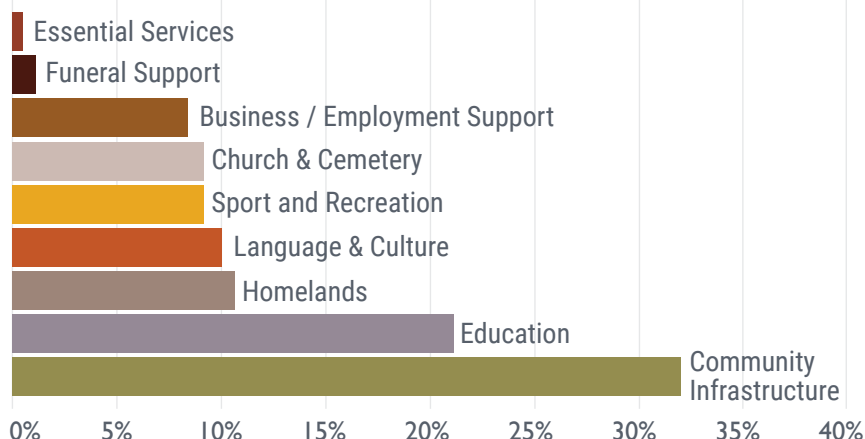
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Governance Groups

By working together on projects... it helps to reach the goal. Especially for the community. Only by working together and supporting each other on the projects can we reach our goals."

(Aboriginal participant, Yuendumu)

Funding allocation \$ by project type



Social and Economic results

- **634** Aboriginal employment positions were filled on CD funded projects, a **27% increase** on the previous year.
- The long held aspiration of the Lajamanu GMAAAC committee, a **community-owned Water Park** opened in September 2022
- **713** community engagements by CD program staff, a **28% increase** on the previous year supported the implementation of the CD Framework strategies
- Community governance groups leveraged an additional **\$1,098,642** of funds for Aboriginal development projects with support from the CD program.
- Evidence the CD program is **achieving successes** through the implementation its emerging strategy of lobbying and advocacy.



"We did this project so that there was a chance for people to have work and also to have their own community-owned arts centre, instead of someone coming in and running it."

(Aboriginal participant, Engawala)

"The CD staff are good working with other organisations ... They have been good at organising things, with meetings and working and planning. It's good connecting us with other organisations and also with the community and so we can tell the community what's happening. It's all about showing information, how things work and good communication. The CD staff have helped with that."

(Aboriginal participant, Yuendumu)

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.



Ringer Soak GMAAAC committee members Kylie McDonald and Lilian Sampi and CLC staff member Mary Grimwade at the 2023 AIATSIS Summit

"Having matched funds gives us more direction over what we want. Agency... More freedom too, and empowers us to find positive ways to move our community forward ... We have the resources to back us ... It gives us more voice for what we want to see in our community."

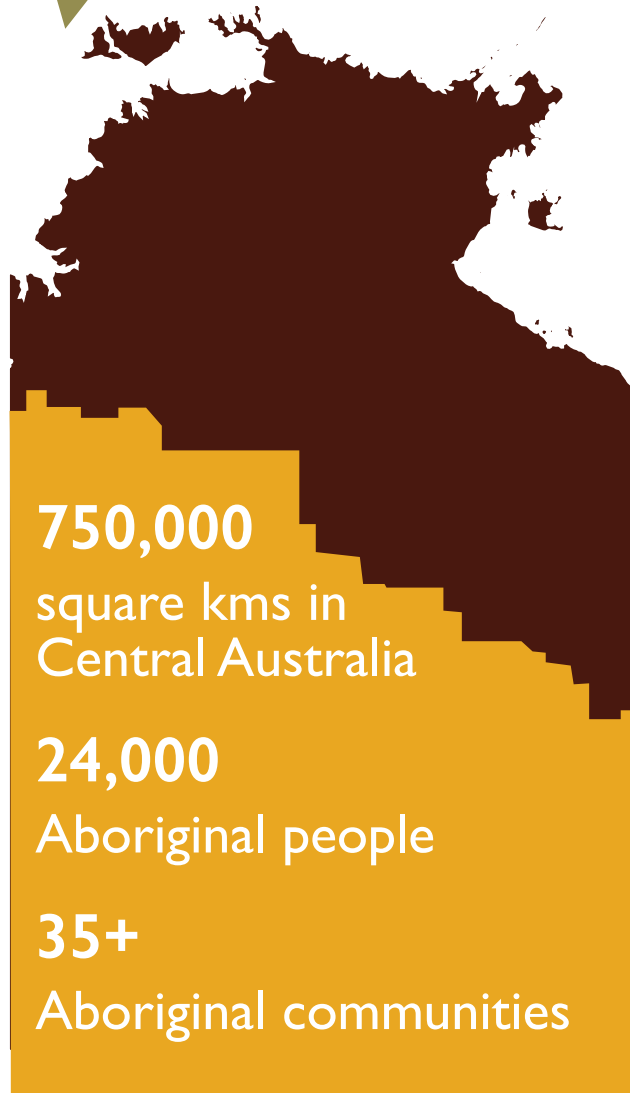
(Aboriginal participant, Kalkarindji)

"If you can show them that the community is willing to put something up then government will put money to get things fixed."

(Aboriginal participant, Atitjere)

"The Community Development program has been working really well. Other stakeholders don't understand how to work around planning, consultations with the community. It's really important to work alongside ALAC and other stakeholders to plan for better projects in the community."

(Aboriginal participant, Atitjere)



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EXECUTIVE SUMMARY

INTRODUCTION

This report describes the performance of the Central Land Council's (CLC) community development (CD) program over the 2022-23 financial year and has a particular focus on two of the four program implementation strategies. The report starts by presenting trends in the CD program, such as total allocations of funding for the program as a whole as well as by individual income stream and details on Aboriginal employment under CD projects as well as the types of projects being funded. The report then presents the results of two case studies which considered how program strategy three: Partnerships and networks and strategy four: Lobbying and advocacy have been applied in two communities and the value they are adding to the CD program.

CD PROGRAM PERFORMANCE 2022-23

There was a substantial increase of 56% in total project allocations in the 2022-23 year compared to the previous year. There was an increase in the percentage of total funding being allocated to GMAAAC projects of 15% and a 5% increase in 'other income', which included the matched funds extension and range of smaller income streams. Projects with the objective of community infrastructure received the largest allocation of funding at 33%, followed by education and homelands projects.

A total of 634 Aboriginal employment positions were filled on CD funded projects, a 27% increase on the previous year. Furthermore, the number of hours of employment provided was 40% greater than the previous year.

CASE STUDIES

The two case studies of Atitjere and Yuendumu are based on interviews with Aboriginal residents about the CD program and a document review. They aim to consider how the two program strategies are being implemented in the two communities and to what extent these strategies are supporting the CD program.

They found that communities greatly appreciate the role CLC plays in helping to find appropriate partners to work with communities to execute their CD projects. Both communities also value how CLC staff facilitate ongoing engagement with those partners to ensure the projects are delivered in line with the community's wishes and in ways which maximise the benefit to the community, such as through providing employment opportunities.

There were some great advocacy successes across the two communities and it was clear that there are some emerging advocacy strategies which are proving effective, such as funding the development of master plans and the power of communities allocating their own funding to demonstrate commitment to certain priorities. However it was clear that some systemic constraints were being faced by communities, such as water access, and there were lessons from how CLC and the two communities were engaging on these issues.

DISCUSSION AND CONCLUSIONS

Overall, the community development program is continuing to grow and contribute to economic and social development within remote Aboriginal communities. The case studies concluded that the two CD strategies are being implemented well. It found that most community members had a broad range of networks and that there were opportunities to better support them to leverage these networks for broader community development. There were some tentative signs of community members having more networks, an increased understanding of advocacy processes and the confidence to speak up and take action on community development issues. There appears to be some emerging lessons from water advocacy in both communities which could prove valuable for the CD program as a whole.

RECOMMENDATIONS

The below recommendations are for CLC to consider to further deepen the impact of the CD program.

1. Noting the strength and success of CLC's brokerage role and how it supports more impactful CD projects, it is recommended that the CD Unit reflect more deeply on how staff can build networking capacity with their community development stakeholders, and amongst partners. CLC could consider monitoring changes in partner capacity to engage effectively with communities over time. CLC may also wish to consider whether to revise the description of the strategy in the CD Program Framework to more directly capture this capacity building role and provide a basis for monitoring it more explicitly.
2. CLC may wish to revisit its current approach to advocacy around water access and consider whether some additional strategies may be useful. Potential ideas include:
 - Capturing data as to the challenges CD officers are facing around water access across the whole CD program to be used as evidence for advocacy;
 - Request more transparency around the expression of interest (Eol) process, to ensure that the reasons for Eols not being approved are clearly communicated and try to promote opportunities to engage directly with Power and Water Corporation (PWC) staff to discuss individual Eols, allowing communities to have more say in the prioritisation of individual projects;
 - Aim to encourage PWC staff to more regularly attend CD committee meetings or other community-based governance groups and provide clear information as to the current situation with water in those communities and advise of any future water investment plans;
 - Where appropriate, aim to engage project partners to support advocacy efforts towards PWC in support of CD projects.
3. Building on the findings in this monitoring report, CLC may wish to document examples of successful advocacy strategies, such as funding the development of masterplans, and examining the factors that contributed to those successes to inform ongoing learning.
4. CLC should also consider selecting priority advocacy topics each year, and working with governance groups to map potential partners and undertake power mapping to inform advocacy planning.
5. Given the increase in the volumes of co-funding this year, it may be useful to more explicitly track where CD officers have supported communities to source co-funding for CD projects (eg. From Federal, State or Local governments).
6. To understand change at a collective action level, it is recommended the CLC consider reflecting on what were the enabling tasks or approaches they used in 2022-23 to support the development of networks and partnerships and how this might be strengthened moving forward. It is also worth considering if there are broader networks which may have the potential to work collectively and explore working with them to support advocacy efforts where interests align.

ACRONYMS

ALAC	Atitjere Land Aboriginal Corporation
CD	Community Development
CD Unit	Community Development Unit
CLC	Central Land Council
CLM	Community Lease Money
Eol	Expression of Interest
GMAAAC	Granites Mine Affected Area Aboriginal Corporation
MEL	Monitoring, Evaluation and Learning
MFI	Matched Funds Initiative
MFX	Matched Funds Extension
MEL	Monitoring Evaluation and Learning
NP	National Park
NTER	Northern Territory Emergency Response
NTP	Northern Territory Parks Rent Money
PWC	Power and Water Corporation
TMAAAC	Tanami Mine Affected Area Aboriginal Corporation
URM	Uluru Kata Tjuta Rent Money Community Development Project
WETT	Warlpiri Education and Training Trust

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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. Working with Aboriginal people, the CLC aims 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 payments for sustainable community benefit.

The CLC's Community Development (CD) program began in 2005 and supports Aboriginal groups to work together to identify and address their development priorities and needs, largely through designing and funding projects. The CLC Community Development Framework 2021-2026¹ articulates the CLC's community development goals, principles and strategies which guide the program.

The Centre for Human Security and Social Change have been working in partnership with CLC for many years to support their community development work and have been engaged to write this thirteenth annual monitoring report for the CD program which covers the period July 2022- June 2023. It aims to build on previous CD monitoring reports to understand how the CD program is developing and to capture lessons learnt as to how to promote the effective implementation of the program in support of the self-determined development of remote communities.

This thirteenth monitoring report focuses on the CD program strategies of:

- Lobbying and advocacy; and
- Partnerships and networks.

It is primarily informed by feedback from Aboriginal people in two select case study locations. The focus on these two strategies enables investigation into how they are being practically applied and what progress is being made. This will provide insight into the level of change the program is facilitating and whether pre-conditions for changes in policies, practices and relationships are created. It is timely to monitor these strategies and to use learnings to understand impacts and prompt refinement of strategies.

¹ <https://www.clc.org.au/files/CD-Framework-2021-26-FINAL-36-Pages-Version.pdf>

Families and caregivers engage in learning games with the children at the WETT funded Willowra playgroup



THE CLC APPROACH TO THE COMMUNITY DEVELOPMENT PROGRAM

The Community Development Program aims to support Aboriginal people to drive positive social change that transforms their lives and lasts into the future. It supports communities to decide how to spend their land income on agreed social, cultural and economic development priorities.

The Community Development Framework (2021-2026) guides the implementation of the program. It aims to build on the achievements of the program to date and introduce new ways of working which seek to deepen the program's impact and to support the program's aims of creating transformational development and self-determination.

Reviews of the earlier years of the CD program found that while it had increased Aboriginal communities' engagement, ownership and control in the CD process, these gains had not extended to other aspects of people's lives and community governance. Therefore, this latest iteration of the CD Framework aims to support the CD program to focus on improving how it works with Aboriginal groups to support transformational development goals. The CLC defines transformational social change as meaning changing economic, social and political rules and systems in ways which enable meaningful and lasting improvements in Aboriginal people's lives. In order to achieve this, the CD framework defines four program strategies:

1. Governance support

Support good governance processes that prioritise participant knowledge and engagement and strengthen governance capacity including:

- Support effective governance for the management of land use income streams;
- Develop group governance capacity through an approach that supports two-way learning;
- Increase the involvement of younger people in CD program governance; and
- Support Aboriginal people to extend control of their own development beyond community development working groups.

2. 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 including:

- Facilitate inclusive and informed planning among governance groups to identify development goals and design appropriate responses;
- Provide effective project management; and
- Maximise meaningful local Aboriginal employment and training outcomes.

3. Partnerships and networks

Support Aboriginal groups to collaborate with other organisations and leaders to address shared challenges and achieve development goals including:

- Collaborate with other organisations to support groups to deliver projects that address their development aspirations and needs;
- Collaborate effectively across the CLC;
- Support governance group members to join existing coalitions, networks and movements to drive their own development; and
- Work with key stakeholders to develop networks to address long-term Aboriginal development aspirations and complex issues.

4. Lobbying and advocacy

Influence other stakeholders to support and enable Aboriginal controlled development at all levels from project planning to program delivery to governance policy, including:

- Share lessons learnt from the CD program on effective community development; and
- Undertake focused lobbying and advocacy work.

REPORT METHODOLOGY

The report begins by presenting the overall details of funding in the CD program, both as a whole and by income stream, and discusses trends over time in this data. Secondly, the report uses a case study approach to look in more detail at two strategies being used to implement the community development program. This year, CLC and La Trobe University decided to have a particular monitoring focus on the third and fourth program strategies; strategy three: partnerships and networks, and strategy four: lobbying and advocacy. Case studies were undertaken of two contrasting Community Development Program sites in order to understand how the two strategies were being implemented in the CD program and how they were contributing to CD successes. Further details about the methodology used are included in the respective case study sections.

LIMITATIONS OF DATA AND ANALYSIS

The analysis of quantitative program data relies on self-reported project data which is collected by CLC and reported to La Trobe. The analysis has been supplemented by discussions with CLC staff members in a workshop, which sought to delve into the story behind some key data trends. The Community Development Program progress data focuses on workload data, such as number of consultations, and dollar values of projects, therefore findings are input and output focused and little can be concluded about outcomes from this data alone.

For the case studies, the interviews undertaken by the independent contractor engaged by CLC on which this analysis is based had some limitations. The sample size and depth of interview for Atitjere was lean, therefore further review of project documentation and follow-up questions to CLC staff were required to make sense of the data. Women were overrepresented in the Yuendumu interview sample, but a good number of priority informants were interviewed. No data was collected about transformative level of change for Atitjere or Yuendumu, therefore limited conclusions can be made about this part of the new CD Framework. However, the researchers looked at the data for any initial signs of structural or relational changes and have commented on these.

THE COMMUNITY DEVELOPMENT PROGRAM

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 (MFI). Other Projects is an emerging CD income stream consisting of several smaller incomes, including Capital Matched Funds Extension (MFX) and Tanami Mine Affected Area Aboriginal Corporation (TMAAAC). These income streams are summarised 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.

Some projects are co-funded from different income streams, in which case the individual projects are listed under MFI, although the dollar values contributed are still reflected in the individual income streams. In particular the MFI and the MFX are used to supplement other income streams.

Table 1: 2022/23 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. These include TMAAAC, and Matched Funds Extension (MFX).
Matched Funds Initiative (MFI)	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.

GMAAAC funded playground upgrade at Yuelamu's North Park



COMMUNITY DEVELOPMENT PROGRAM PROGRESS

This section describes the overall progress of the CD program in the 2022-23 financial year, drawing on quantitative data about the program provided by CLC.

PROJECT ALLOCATIONS AND EXPENDITURE

Overall \$33.8 million was approved for 240 projects in the 2022-23 financial year. This represents a substantial increase from the 2021-22 financial year of \$12.2m (a 56% increase on the previous year) and is overall a significant increase from earlier years of the CD program.² Allocation values change from year to year as project allocations run across multiple years and this increase just represents that more projects were approved during this financial year than in the previous financial year.

Table 2: 2022-23 Funding allocations and expenditure by income stream

Income Stream	# of Projects	Allocated Funds	% of total allocation 22/23	% of total allocation 21/22 FY	Change in percentage allocation	Average Project Value ³	Expenditure by Income Stream
GMAAAC	85	\$17,212,986	51%	36%	Increase 15%	\$202,506	\$6,475,786.47
WETT	14	\$6,856,208	20%	34%	Decrease 14%	\$489,729	\$4,149,383.60
Dialysis	0	\$0	0%	0.1%	Decrease	\$0	-
URM	7	\$2,694,222	8%	12%	Decrease 4%	\$384,889	\$1,006,636.07
Matched Funds	72	\$2,484,080	7%	8%	Decrease 1%	\$34,501	\$1,153,146.05
NT Parks	40	\$1,738,279	5%	7%	Decrease 2%	\$43,457	\$1,215,578.38
CLM	4	\$499,546	2%	1%	Decrease 1%	\$124,886	\$619,744.25
Other income ⁴	18	\$2,315,155	7%	2%	Increase 5%	\$128,619	\$504,506.41
Total	240	\$33,800,476	100%	100%			\$15,124,763

The Tanami region again received most of the funding, with the two largest allocations being made by GMAAAC (\$17.2m for 85 projects) and WETT (\$6.8m for 14 projects). Overall there has been an increase in the average project value for GMAAAC, URM, MFI, CLM and 'other income'. The only streams whose average project value have decreased are WETT and NT Parks, and the decreases were small compared to quite large increases in most other streams.

Another trend this year was the emergence of leveraged funds, which constituted \$1,098,642. These funds were from sources other than the income streams listed above, but were managed under the

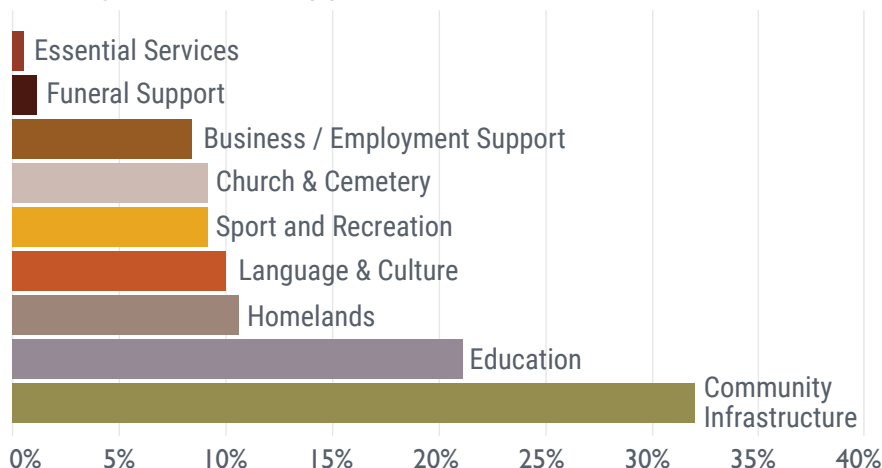
2 2017/18: \$27.8m, 2018/19: \$21m, 2019/20: \$16m, 2020/21: \$27.5m, 2021/22: \$21.6m

3 'Average' means mean project value and is calculated as the total allocation divided by the number of projects.

4 'Other' income is comprised of 56% TMAAAC income, 40% MFX and a small amount of other income. This likely represents the final allocation of the TMAAAC funds.

CD program. This included funding from an economic stimulus package received from the Aboriginals Benefit Account NT (the Indigenous Economic Stimulus Package). CD staff are increasingly working with governance groups to assist them to complete grant applications for funding or co-funding of CD projects.

Figure 1: Funding allocation value by project objective 2022-23

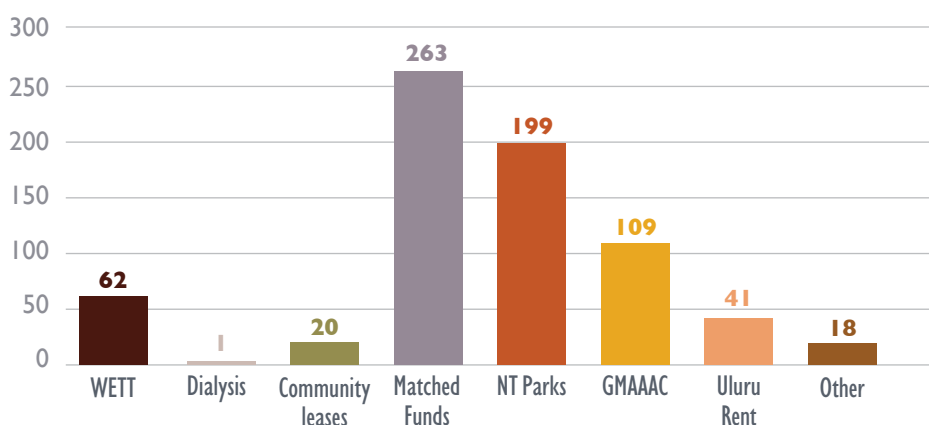


Community infrastructure projects received the largest allocation of funding at 33%. Community infrastructure was a new objective this year. Education projects were the second largest at 21%, compared to 15% last year and homelands projects were the third largest at 11%, compared to 8% last year. There was a big change in allocations for sport and recreation which moved from the largest allocation last year (37%) to less than 10% this year. The allocation for business and employment support also reduced to less than 10% compared to last year when it was 13%. The 22/23 financial year was the first year the objective or project types were consistent across the income streams.

COMMUNITY ENGAGEMENT BY CD STAFF

The CD unit delivered a total of 713 engagements (meetings and consults) with Aboriginal governance groups in implementing CD Framework strategies. This was significantly more than last year (where 555 engagements were delivered), consistent with the larger number of projects in the 2022-23 financial year. This was the first year that the engagement tracker was used to track engagements, which likely also contributed to the higher number of engagements recorded. Similar to last year, MFI had the most engagements (263) followed by the NT parks income stream (199). CLC reports explicitly on engagements under the matched funds scheme and so where an engagement relates to multiple streams, the preferred stream for reporting is often MFI and is likely to be contributing to the higher numbers for this income stream.

Figure 2: Number of meetings and consultations per income stream, 2022-23



ABORIGINAL TRAINING AND EMPLOYMENT

During the reporting period, a total of 634 employment positions were filled with Aboriginal community members on CD projects. Cumulatively they completed a total of 34,983 hours of work. This represents a 27% increase in the number employment positions compared to 2021-22 but was less than the peak year of 2020-21 (when 669 positions were made available). The number of hours of employment was 40% greater than in 2021-22 and was the second highest year after 2018-19. These outcomes are likely significant given the limited employment opportunities in communities and the employment challenges Aboriginal people face.

Figure 3: Aboriginal employment hours and participants, 2017-2023

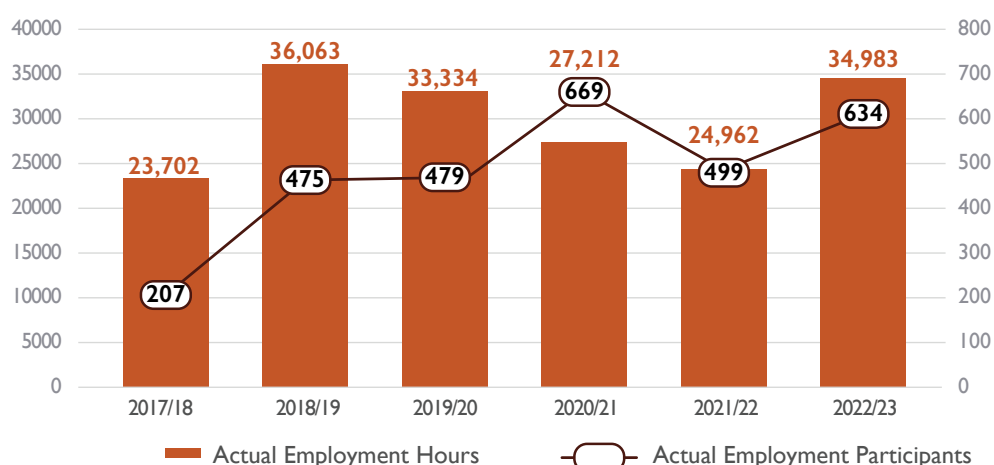
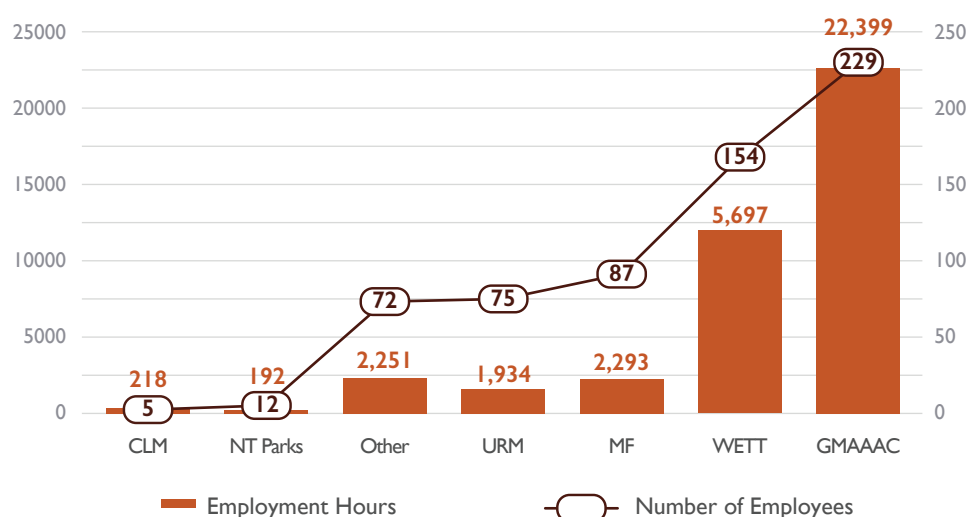


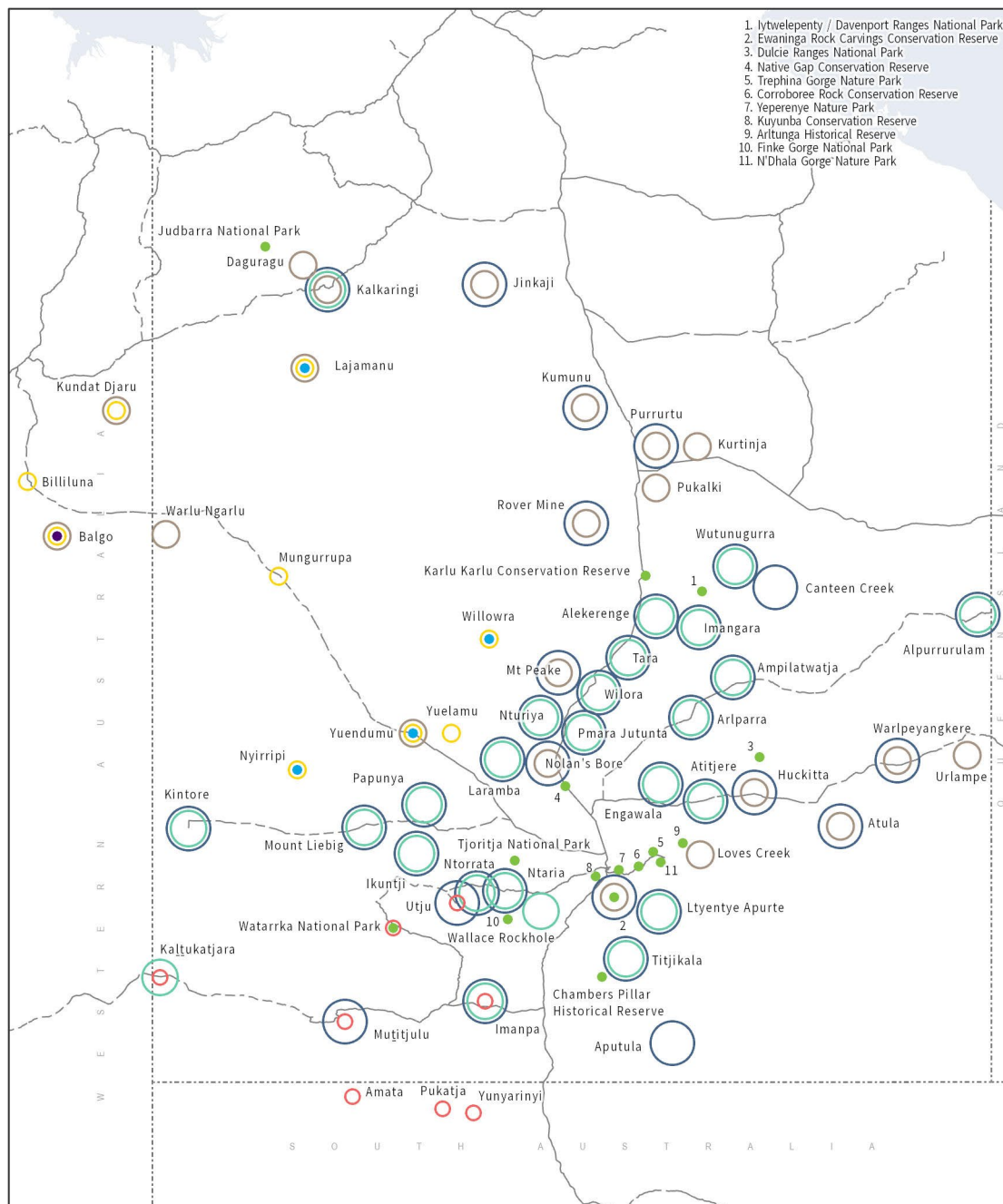
Figure 4: Aboriginal employment by income stream, 2022-23



Projects approved through GMAAAC generated by far the most employment hours and opportunities with 229 employees and a total of 22,399 employment hours. The next highest was WETT with 154 employees completing a total of 5,697 hours of employment.

There were 341 instances of training provided to Aboriginal people. This amounted to a total of 3,060 hours of accredited training and 3,317 hours of non-accredited training. Although this was less hours than has been recorded in the previous year, the accredited training hours is significantly higher than other years since the CD program has been recording training data.

Locations of the 2022/23 CLC community development projects



Locations of 2022-23 CLC Community Development Unit Projects



PROGRESS OF INDIVIDUAL INCOME STREAMS

THE WARLPIRI EDUCATION AND TRAINING TRUST (WETT)

WETT projects uses gold mining royalties to support Warlpiri education and training initiatives, primarily in the Tanami communities of Yuendumu, Lajamanu, Willowra and Nyirripi. Traditional owners govern WETT through the Kurra Aboriginal Corporation, with advice from the WETT Advisory Committee. WETT's focus areas are: children and families, language and culture in schools, secondary school support, youth development, and community learning centres.

\$6,856,208

Funding Allocated
for 14 Projects

62

Community and
Stakeholder
Engagements

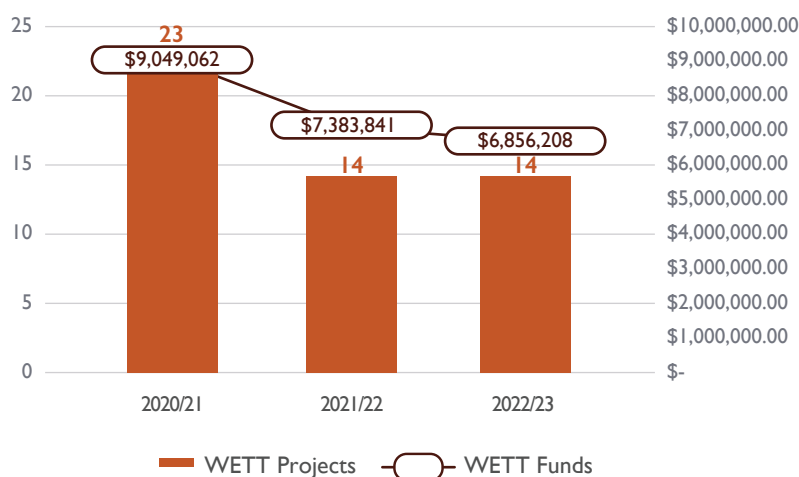
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Projects
Successfully
Completed

154

employment positions
for Aboriginal people
created for a collective
total of 5,697 hours

Figure 5: Annual allocations and number of projects- 2020-2023- WETT



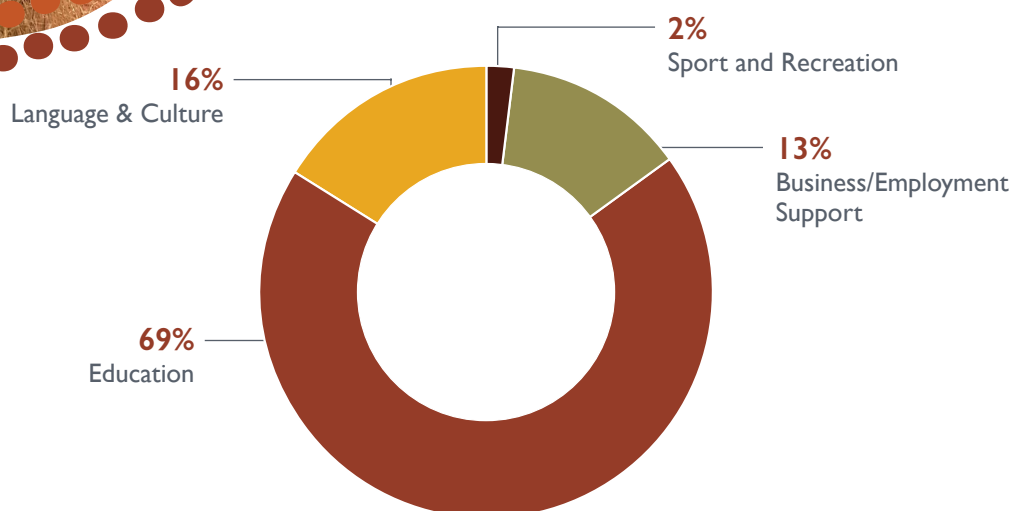
YWPP researchers Natalie Morton, Belinda Wayne and Glenda Wayne in Willowra



James and Denicia play on country with Willowra Early Learning Program

The total value of WETT projects has continued to decrease from the peak of over \$9 million in 2020-21, while the number of projects funded (14) remains the same. Furthermore, many funding allocations run across multiple years and so there is some normal fluctuations across years as to when the allocations happen.

Figure 6: Funding allocation by project objective, WETT



Unsurprisingly, Education projects constitute by far the majority of expenditure at 69%, followed by Language and Culture at 16% and then Business and Employment Support at 13%.

Key achievements

Over \$6.8 million was allocated by the Kurra directors across WETT's children and families, language and culture in schools, secondary school support, youth development, community learning centre programs and monitoring and evaluation.

The WETT-funded learning centres program continued to operate in Willowra, Nyirрпи and Lajamanu. Highlights included a digital literacy program in three learning centres, a mechanics workshop in Lajamanu, and upgrades to existing infrastructure. The WETT Advisory Committee (AC) members made the decision to close the Yuendumu learning centre for a minimum of six months in order seek new partnerships. WETT funded the delivery of three Jinta Jarrimi educator workshops and a milestone Warlpiri Triangle workshop at which the Warlpiri Encyclopaedic dictionary was launched. The Country Visit and Elder Payment Program supported learning on country activities and engagement of elders in all four Warlpiri schools.



This was the second year of the WETT Tracking and Learning project, Yitaki-maninjaku manu pina-maninjaku (YWPP), an innovative approach to monitoring and evaluation of WETT programs. A senior Yapa Researcher from La Trobe University led a workshop in Alice Springs which provided training in community research methods for three senior community researchers and two young mentees. The community researchers gathered feedback from more than 30 young people in Yuendumu and Willowra, which was taken to the March 2023 WETT AC meeting and shared with stakeholders to inform a youth development strategy in the Tanami. Community researchers shared their work at the October 2022 and March 2023 WETT Advisory Committee meetings, at the Monitoring, Evaluation and Learning Community of Practice and facilitated a workshop at the World Community Development Conference in Darwin.

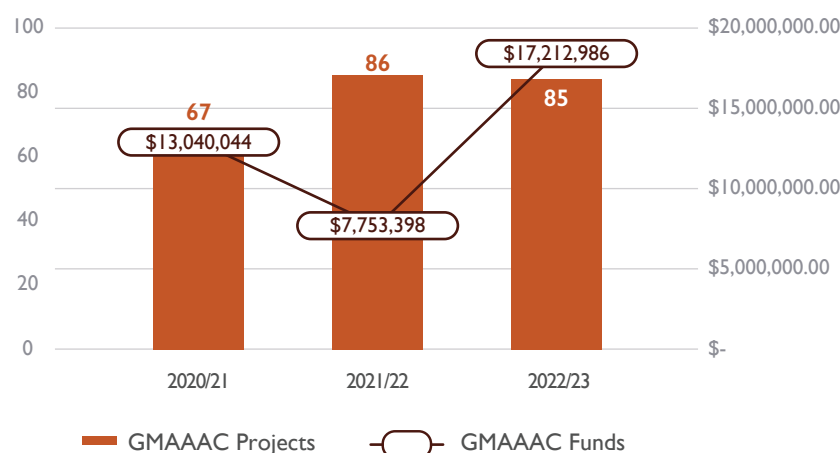
Advisory committee members continue to disseminate learnings from the WETT tracking and learning work, presenting at a number of forums including the World Indigenous Peoples Conference on Education in Adelaide, the Utyerre Apanpe First Nations Educators Forum in Ross River, the 2022 Desert Knowledge Symposium 'Channels for a thriving desert' in Alice Springs, the Australian Institute of Aboriginal and Torres Strait Islander Studies (AIATSIS) Summit, Perth and the World Community Development Conference in Darwin.

THE GRANITES MINE AFFECTED AREA ABORIGINAL CORPORATION (GMAAAC)

GMAAAC projects aim to benefit nine communities in the Tanami region affected by the Granites Mine through projects that focus on: health, education, employment and essential services; developing employment and training opportunities; and promoting Aboriginal self-management.

\$17,212,986	109	66	229
Funding Allocated for 85 Projects	Community and Stakeholder Engagements	Projects Successfully Completed	positions provided for employment of Aboriginal people employed for a collective total of 22,399 hours

Figure 7: Annual allocations and number of projects 2020-23, GMAAAC

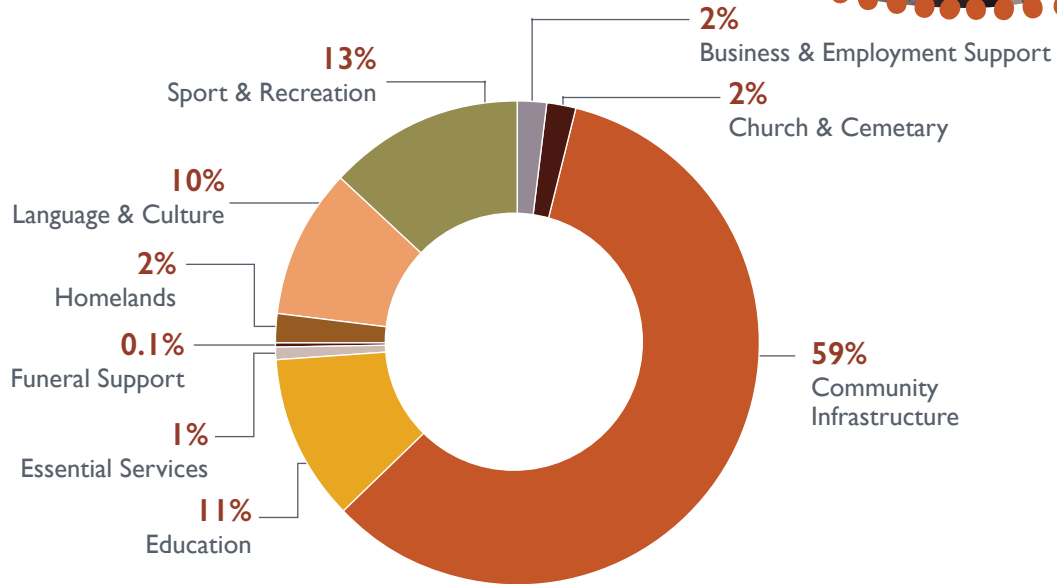


YWPP researchers Natalie Morton, Belinda Wayne, Glenda Wayne with La Trobe Senior Warlpiri Resercher Malkirdi Rose and CLC staff member Aysia Rodgers in Darwin for the 2023 World Community Development Conference



This year saw the largest allocation of funding under GMAAAC, with \$17,212,986 allocated to 85 projects, a significant increase on the previous year and greater than 2020/21.

Figure 8: GMAAAC funding allocation by objective



Lajamanu GMAAAC Committee members Jasmin and Kylee Patrick with CLC staff member Julian Redmond

The majority of GMAAAC funding was allocated to community infrastructure projects, followed by sports and recreation at 13% and education at 11%.

Key achievements

A key project achievement over this period was the construction of the Lajamanu water park⁵ which opened in September 2022 and is providing engaging and fun activities for Lajamanu’s youth. The community note that it is much better for the community to be playing there than going swimming in dirty waters at the creek and getting ear, eye and skin problems. The water park sits alongside a covered playground area surrounded by artificial turf and toilets are nearby. The community has also implemented a ‘Yes School, Yes Splash’ policy which it hopes will lift school attendance. Children who attend school get a wristband which is their entry ticket to the water park. The WYDAC runs the water park and has GMAAAC funding to employ up to eight Yapa supervisors, two per shift.

5 CLC Community Development Newsletter, Winter 2023.

Lajamanu Water Park





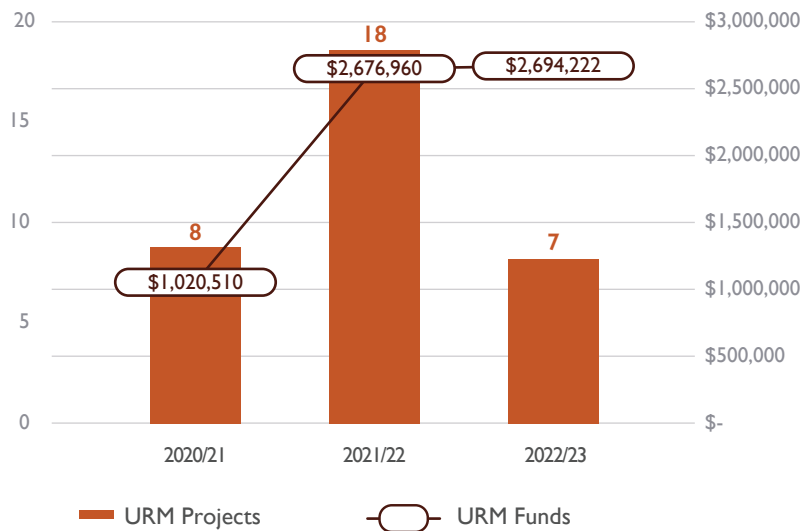
Jazarliyah Wilson at the URM funded Mutitjulu swimming pool

THE ULURU-KATA TJUTA RENT MONEY (URM)

Starting in 2005, URM aims to develop projects and planning for business enterprises to benefit the traditional owners of Uluru-Kata Tjuta National Park (UKTNP) and the communities where they live. This includes communities in the South-West of the Northern Territory 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.

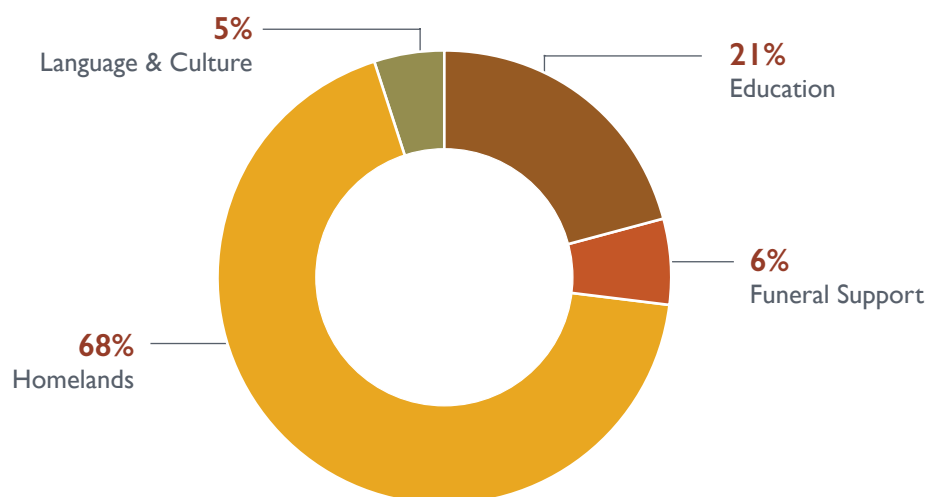
\$2,694,222	41	19	75
Funding Allocated for 7 Projects	Community and Stakeholder Engagements	Projects Successfully Completed	positions provided for employment of Aboriginal people employed for a collective total of 1,934 hours

Figure 9: Funding allocations and projects, 2020-21 to 2022-23, URM



The total value of allocations increased slightly in 2022-23 to \$2,694,222 from \$2,676,960 in 2021-22 and it was overall the largest allocation so far for this income stream. However, the overall number of projects decreased to 7, indicating larger value projects were being delivered.

Figure 10: Allocation by project objective 2022-23, URM



The majority of funding was for homelands projects at 68% followed by education at 21%.

Key achievements

Key achievements from CD projects funded by the URM income stream include the publication of bilingual traditional stories in English and Yankunytjatjara/ Marṯutjara based on Aboriginal law and culture. Author Brian Clyne noted that the CD money provided all the funding needed to produce the book and commented that the stories mean different things to different age groups, but that they teach moral values.

A key achievement of the Mutitjulu Community specific income from the UKTNP is the continued operation of the Mutitjulu Pool Project. In 2023 the community funded pool celebrated its 10th year of successful operations and an increased number of training and employment opportunities for local Anḁangu. The CD program continues to support a local pool governance committee, Mutitjulu Urungka Tjurpipai Aboriginal Corporation (MUTAC), that makes decisions on how the pool is run.

Brian Clyne launching his book at Alice Springs library with his niece Raelene Limbiari





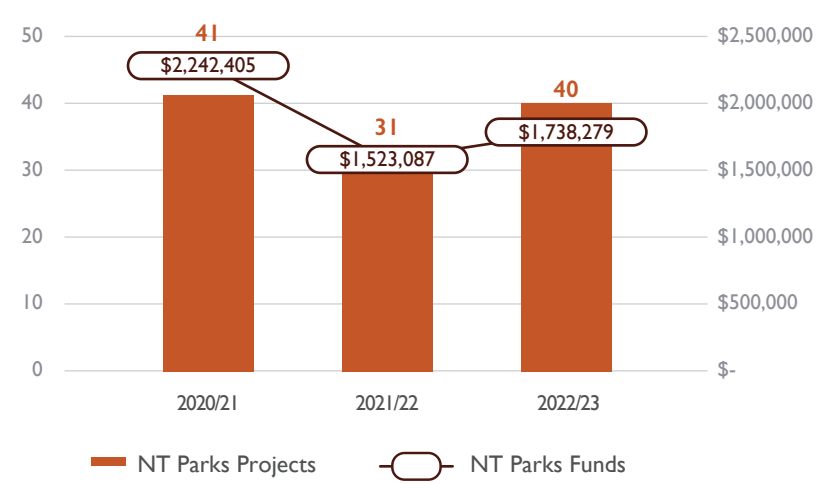
NORTHERN TERRITORY PARKS RENT MONEY (NTP)

The NTP projects began in 2010 and 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. It aims to achieve broad ranging social, cultural and economic benefits by working with each of the 27 Aboriginal governance groups.

\$1,738,279	199	30
Funding Allocated for 40 Projects	Community and Stakeholder Engagements	Projects Successfully Completed
12		
positions provided for employment of Aboriginal people employed for a collective total of 192 hours		

Traditional owners Nelina Ellis, Sacara Wallace and Kirsten Hayes undertake maintenance of the Yeperenye Trail

Figure 11: Funding allocations and number of projects 2020-21 to 2022-23, NT Parks

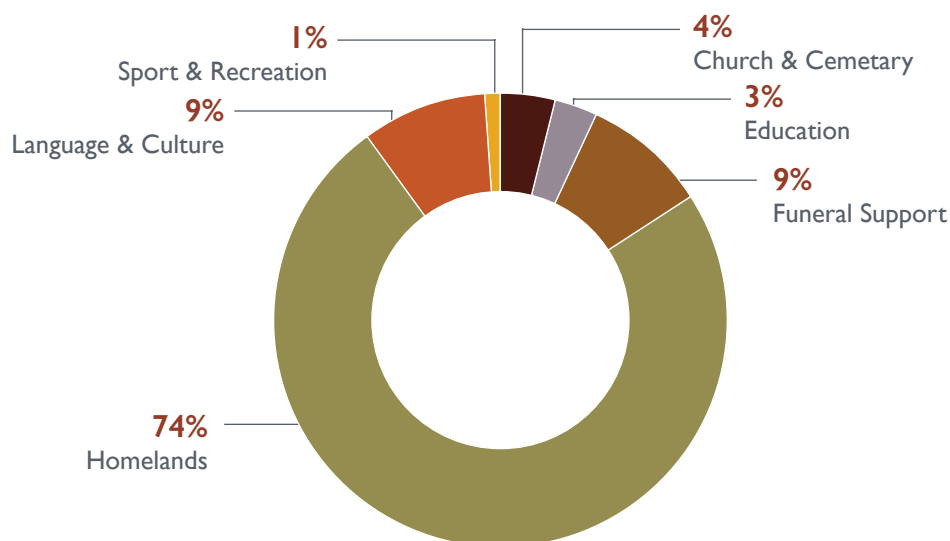


The total funding allocated (\$1,738,279) has increased compared to last year but is still lower than the peak allocation of \$2,242,405 in 2020-21. The overall number of projects at 40 is only one less than the peak of 41 in 2020-21.

Some of the Urremerne residents and Mark Schild from Photon Solar at the handover of their solar power project



Figure 12: Funding allocation by objective 2022-23, NT Parks



The objective of 74% of the funding stream allocation was homelands, followed by language and culture and funeral support at 9% each.

Key achievements

NT Parks funds have supported traditional owners to keep the Yeperenye walking trail in top condition for locals and visitors alike, two years after they gifted it to the public. Traditional owners are funding repairs to the trail worth \$13,000, including fixing several washouts caused by heavy rainfall, adding water bards (diagonal channels across paths to drain water) and installing new signs with artwork paid for by the Parks and Wildlife Service of the Northern Territory. The eight-kilometre trail connects Anthwerre (Emily Gap) and Atherrke (Jessie Gap) in the East MacDonnell ranges near Alice Springs. More than 30 traditional owners built it by hand in 2021. It is the largest-ever investment in public infrastructure by a Central Australian Aboriginal group and helps attract tourists to the area and is also appreciated by locals who enjoy walking the trail.

A new house for the Williams family at their Uluperte homeland on the edge of the Simpson Desert has been built, featuring a kitchen, bathroom, veranda, a septic tank and a 4500L water tank. It's connected to the existing solar power system at the homeland and meets the standards of the national building code. Traditional owner Paul Williams said he's looking forward to going there with the grandchildren in the school holidays and teaching the young kids our cultural knowledge, song and storylines and ceremony. "It's powerful stuff for our people." The house was built by project partner Tangentyere Constructions who also carried out maintenance on the old houses at the homeland, including fixing taps and building handrails on the stairs.

Home improvements to housing on the Akanta homeland were completed in this reporting period. These improvements included a sleep out structure built on the veranda of one house, replacing a dirt veranda floor with concrete, and materials for a boundary fence to keep horses and cattle out. With the new fence traditional owners want to plant native trees and fruit trees to bring back the birdlife. Debbie Abbott commented that "It makes you feel happy being away from the town life. It gets the kids away from technology. We go fishing and camping and take the kids on trips to country in the school holidays. We want the kids to appreciate what they've got at the homelands and to show them there is more to life than Alice Springs."

Updated signage on the Yeperenye Trail





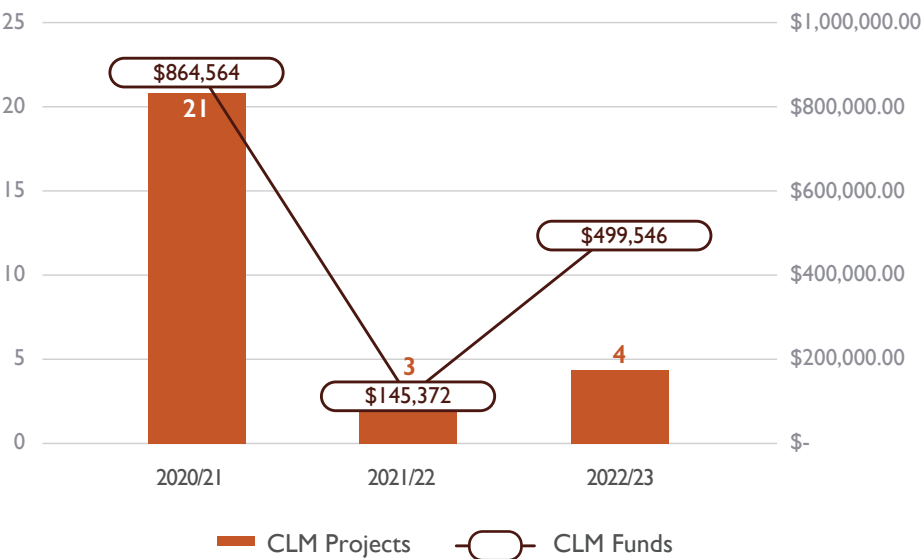
The Kaltukatjara (Docker River) Community worked with CD on the Softball Oval Lights Project

THE COMMUNITY LEASE MONEY (CLM)

This project works with money paid by third parties to traditional owners for leases over community land under section 19 of the Northern Territory Aboriginal Land Rights Act. It includes 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).

\$499,546	20	18	5
Funding Allocated for 4 Projects	Community and Stakeholder Engagements	Projects Successfully Completed	positions provided for employment of Aboriginal people employed for a collective total of 218 hours

Figure 13: CLM funding allocations 2020-21 to 2022-23



The CLM allocation of \$499,546 is a significant increase on 2021-22 (\$145,371) but still less than in 2020-21 (\$864,564). There were only 4 projects this year, one more than last year but much less than the 21 projects in 2020-21. These figures only represent projects which were entirely funded through the CLM income stream. A number of other projects were co-funded with Matched Funds funding and not reported here, which explains why the overall number of projects has decreased so much.

Of the four projects entirely funded under CLM, one had the objective of sport and recreation project and included community music equipment. Other objectives funded by CLM included homelands, funeral support and equipment for the local church.



Matthew Brumby from Titjikala went to an AFL game on the CLM funded youth excursion

Key achievements

The Titjikala Social Club allocated funds for 14 children aged between 10 and 16 years to take part in an eight-day excursion to Adelaide in July 2022 that included visits to the zoo, an ice-skating rink, a trampoline park, and a footy game. The children also visited the Wiltja boarding house for students from remote communities and a trip to the safari park. "It was the first time some kids had been on a plane or had been to the city" said Titjikala community development working group member Lisa Sharman. "The trip showed the kids the city, how things are in a different place, not just the desert. The older kids helped explain to the younger kids about safe and good behaviour."

The Kaltukatjara community chose to spend some of their community lease money on installing solar lights on their softball field, to allow them to play softball in the evenings. The project was successfully completed in this reporting period. Softball holds a special place in the hearts of Aboriginal women in remote Central Australian communities because it promotes wellbeing and good community spirit. However in summer, when the temperatures soar, it's not possible to play during the day. Therefore the Kaltukatjara community had long wanted to light up its softball field at night. With the CLC's help, the group sourced a grant of almost \$273,000 from the Aboriginals Benefit Account and the community chose to invest an additional \$44,000 from their community lease money. "Every night they're going and practicing with young girls and a lot of kungka (girls) are going there and playing" working group member Selina Kulitja said.

MATCHED FUNDS INITIATIVE

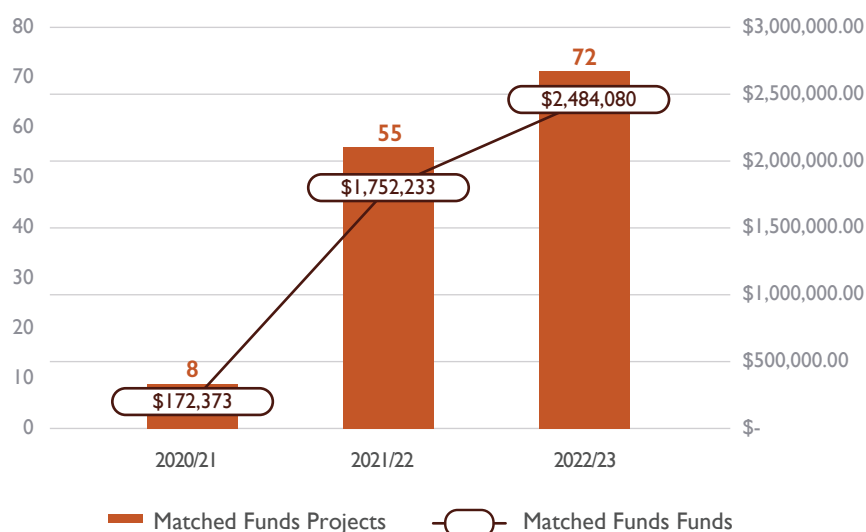
The matched funds initiative (MFI) provides additional co-funding to support community development work in areas where income streams are not as high, to mitigate inequality between communities. It provides funding matched dollar for dollar at values between \$50,000 and \$150,000. Since its inception in July 2020, 47 traditional owner groups and communities have accessed the Matched Funds income.

\$2,484,080	263	29	87
Funding Allocated for 72 Projects	Community and Stakeholder Engagements	Projects Successfully Completed	positions filled for employment of Aboriginal people employed for a collective total of 2,293 hours

Engawala community celebrate the opening of their community-owned arts centre

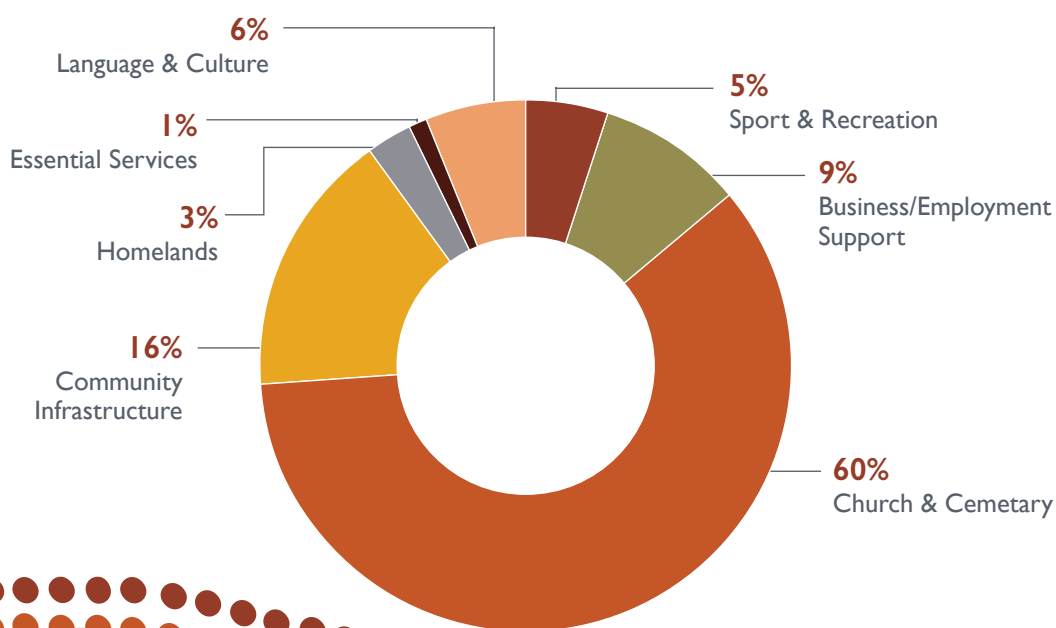


Figure 14: Matched Funds initiative (MFI) Funding allocations 2020-21 to 2022-23



Funding allocated through MFI has continued to increase, reaching a peak of \$2,484,080 this year; a 42% increase compared to last year. The number of projects also increased significantly, again reaching a peak of 72.

Figure 15: Funding allocation by objective 2022-23, MFI



Leanne Dodd working on the mural at the Engawala Arts Centre



The majority of funding under MFI was for the objective of church and cemetery, at 60%. This was followed by community infrastructure, at 16% and then business/employment support at 9%.



The Engawala
Arts Centre

Key achievements

Some key highlights are presented below of the MFI projects. Many of these projects were co-funded with other income sources but the matched funds were a critical source of funding allowing their completion.

An old store in Engawala was refurbished to become an arts centre, providing Engawala's talented artists with a dedicated space to work and earn an income from arts and crafts sales. It provides a proper place for visiting tourists to view and buy the artists' work. Arts Centre Manager Janine Tilmouth explains "We did this project so that there was a chance for people to have work and also to have their own community-owned arts centre, instead of someone else coming in and running it," The community allocated a total of \$145,000 to the renovation which included both community lease money and MFI. The store was cleaned out, electricity, benches and drawers installed and broken windows fixed to make the building safe. The project partner, Tangentyere Constructions hired local residents Stewart Schaber and Leanne Dodd for some of the work. Ms Dodd is a local artist who helped the other artists with the designs painted on the floor. The project also sourced a number of different types of support. A \$400,000 grant from the Indigenous Visual Arts Industry Support program pays for a website, the wages of two local art workers for two years and covers the costs of attending interstate art fairs. "Maybe we can take our artworks to the cities, spread the word and add more to the website" said Janine Tilmouth.

A Memory Mountain Festival brought communities around Ikuntji together for a celebration of culture, faith, music and sport over the Easter long weekend in 2023. Ikuntji's community development working group and 28 local workers organised the festival's sporting events, cultural tours and music performances. Local employees prepared the festival sites, built pit toilets, loaded and unloaded stage equipment and handled sound and lighting arrangements. "Everyone was involved in the festival and launching of the cross" said Douglas Multa, a director of the community business the community established to employ locals to run the festival and cultural tours. The community allocated more than \$111,000 of its matched funds income to the project.

Every house on the Urremerne homeland now has electricity day and night for the first time with the installation of a new solar power project. Residents previously had to turn off their diesel generators at night to save money. Once community resident explains, "Solar is good, a big improvement, because I used to have to use my pension, any money I got, on diesel. I had to save up for diesel. It costs \$30-\$40 for a jerry can of diesel." Residents described how switching the generator off at night and the fridges not having power would mean the meat would go bad, the milk rotten and the bread mouldy. The solar power project is improving people's health, saving money and is much quieter and more peaceful compared to the noisy generators. The \$450,000 cost of constructing the solar power facility included \$145,000 of matched funds income.

OTHER PROJECTS

Other Projects covers the multiple distinct CD incomes which tend to include groups that have new or limited funds. During this reporting period the CLC worked with more than 20 different Aboriginal groups that have access to income from Indigenous Land Use Agreements for community benefit projects. Most of these groups have had their income matched under the MFI and currently fund their projects through MFI or the CLC's Economic Participation Unit.

As outlined in table two, the CLC also reports on the activity of two additional relatively new specific income streams as part of Other Projects.

- The Tanami Mine Affected Area Aboriginal Corporation (TMAAAC), established by the Central Land Council in 2003 to receive affected area income generated from the (now closed) Tanami Mine.
- Matched Funds Extension (MFX), an income stream endorsed by CLC Executive in 2022 after the successful implementation of the Matched Funds Initiative. MFX matches income for communities dollar for dollar as per the MFI guidelines.

Allocations to TMAAAC projects and the use of MFX as co-funding for projects in this reporting period accounts for the significant increase in allocated funds to the Other Projects income stream, noting that engagements and number of co-funded projects where a group has MFI are counted under that income stream.

\$2,315,155	18	4	70
Funding Allocated for 18 Projects	Community and Stakeholder Engagements	Projects Successfully Completed	positions filled for employment of Aboriginal people for a total of 2,187 hours⁶

⁶ Note many of these projects were still active at the end of the 22/23 FY.

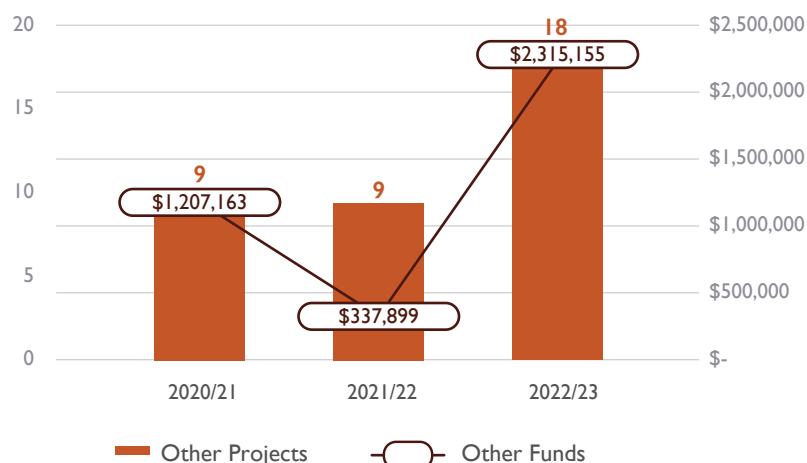
Dulcie Nanala shopping
at TMAAAC funded Piriwa
Op-Shop



Table 2: Breakdown of Other Projects income stream funding allocations and number of projects 2022-23

TMAAAC	\$1,305,035	7
Other Projects	\$67,919	2
MFX	\$942,202	9

Figure 16: Funding allocations and projects 2020-21 to 2022-23, Other Projects income stream



Key achievements

Completed TMAAAC projects funded in the previous reporting period led to successful outcomes in the six communities in the 'affected area' - Lajamanu, Yuendumu, Kalkarindji, Daguragu, Balgo and Ringer Soak. The establishment of the Piriwa op-shop in Wirrimanu (Balgo), with support from TMAAAC funding was one such highlight. Made out of two renovated shipping containers decorated with murals, it sells donated clothes and employs local women and offers training that keeps them connected with culture and country. Weekend trips to collect bush plants with female elders and share cultural stories with young women is part of the mission. Project partner Enterprise Partnerships Western Australia (EPWA) trained two local women as enterprise facilitators supporting new Wirrimanu businesses. The company also runs workshops at Piriwa where thirty women recently took part in enterprise and leadership workshops and in the creation of the art mural for Piriwa.

Other successfully completed projects in this reporting period has improved infrastructure on homelands in the CLC region close to the Queensland border including;

- an upgrade to housing at the Walpeyankere Homeland, funded by the traditional owners' income from a grazing license and;
- Cattle yards for the Urlampe homeland funded by traditional owners income from an exploration license.



Women from Atitjere and Mt Eaglebeak collect bush medicine on the Country Visit Project

CASE STUDY 1: ATITJERE

This case study is focused on the community development process being supported by the Central Land Council in the Atitjere community over the financial year 2022-23. It considers how these projects are supporting progress in the Atitjere community, how the Central Land Council is applying the two new Community Development Program implementation strategies to support community development and progress in Atitjere.

BACKGROUND

The Atitjere community (population 204) has been working with the Central Land Council Community Development Unit to design and implement community benefit projects since 2012. The community has modest land use income (approximately \$60,000 per year) and therefore to date limited ability to undertake projects of significant size and community benefit. With the Matched Funds Initiative⁷ the community has been able to leverage the \$60,000 to initiate three community projects in financial year 2022-23 with a total value of \$140,000. The following table details all Atitjere projects that were active in 2022-23.

Table 3: Atitjere community development projects, 2022-23

Project name	Project partner	Status	Budget (inc. GST)
Dialysis	Purple House	In progress	\$100,000
Country visits	Children's Ground	In Progress	\$25,616
Music program	Children's Ground	In progress	\$15,000
Shade structures	Rainbow Gateway	Complete	\$19,402
Public toilet scoping project	Pedersen's Remote Constructions Specialists	In progress	\$5,000
Park planning project	Chris Bird Consulting	In progress	\$6,500

Central Land Council staff note that the Atitjere group has focussed on projects that support the most vulnerable in the community.

⁷ Matched Funds Initiative provides complimentary funding for Aboriginal groups that have new income from land use agreements which they allocate to community benefit projects through the CLC's community development program. Communities and traditional owner groups are matched dollar for dollar for between \$50,000 and \$150,000.

THE DIALYSIS PROJECT

The most significant project the community decided to support was the establishment of a dialysis clinic in Atitjere. Many community members travel to Alice Springs multiple times a week to access dialysis, incurring significant travel costs and experiencing lots of disruption to their lives and therefore being unable to attend cultural events in Atitjere or at homelands. The community has had a long-term aspiration of establishing a dialysis clinic in Atitjere and therefore decided in March 2021 to allocate \$100,000 towards the establishment of a clinic through a partner, a local Aboriginal controlled organisation with a long history of working in the region, the Western Desert Nganampa Walytja Palyantjaku Tjutaku Aboriginal Corporation (Purple House). The clinic will not only benefit Atitjere but is also expected to service other nearby communities and homelands. In May 2023 Purple House received confirmation of \$2,096,832 for construction of the Atitjere dialysis unit from the Australian Government Department of Health and Aged Care. In March 2024 leases for the two spaces (a block next to the clinic for a four-chair dialysis clinic and a block over the back for the nurses' accommodation) were approved. The Commonwealth funding has been split into two projects (dialysis and accommodation) and there has been a hold up with the accommodation funding. Purple House submitted a non-competitive grant in early 2024 to fund accommodation for the nurses in the dialysis facility and is awaiting approval of this funding. Purple House expect to have access to all funding by June 2024. The Atitjere community have subsequently reviewed how their CD dialysis funding allocation will be spent given it is no longer needed for constructing the dialysis facility. They are investigating a dialysis support project to provide fuel vouchers for Atitjere residents going to Alice Springs for dialysis and for dialysis patients living in Alice Springs who are going to Atitjere to visit family and country, prior to a local facility being built.

CASE STUDY METHODOLOGY

This case study seeks to understand the level of contribution to change the community development program is achieving through the use of the two program strategies of partnerships and networks, and lobbying and advocacy. It does so by exploring the degree to which the pre-conditions for changes in policies, practices and relationships are emerging.

Atitjere was chosen as a case study site as it has modest income streams and was a successful applicant in the Matched Funds Initiative. Moreover, it was from a different region with a different language and a smaller community to that of the other case study site of Yuendumu. The Federal Government funding allocation for the dialysis facility represented the result of significant networking and lobbying in 2022-23 and had the potential to provide a comparison to the learnings at the other case study site of Yuendumu.

Nine informants were interviewed for this case study and their feedback was analysed thematically against strategy three: Networks and partnerships and strategy four: Lobbying and advocacy from the Central Land Council Community Development Framework 2021 - 2026⁸. The following table provides a summary of the sample used.

⁸The Central Land Council Community Development Framework was updated in 2021. As a part of this process new strategies were developed with a focus on delivering wider outcomes and sustainable change for program participants. The 4 strategy areas are new ways of directing effort and this monitoring report is the first time that specific evidence has been sought against these strategy areas.

Local employees from Atitjere work on the Shade structure project



Table 4: Details of Atitjere interview sample

Gender	Stakeholder groups	Participation in community development projects	Where informants worked
5 Male 4 Female	5 Atitjere Land Aboriginal Corporation (ALAC) Members 4 Non-ALAC members	7 through workplaces 1 as a community member 1 did not participate	4 Children's Ground 2 CLC Rangers 1 Rainbow Gateway

The small sample size has a good cross section of men and women, as well as those involved in decision making (Atitjere Land Aboriginal Corporation Members) and those who aren't, as well as informants with different levels of project involvement. Seven of the 16 priority informants were interviewed by an independent contractor engaged by CLC and a further two informants connected to Atitjere were interviewed separately. The contractor provided summaries of the interviews and direct quotes from informants. Scheduling difficulties due to interviewees' limited availability meant only a small number of informants were available for interview, thus reducing the sample size. The interviews were short, with limited questions asked, therefore the interview data is lean.

The interview data was triangulated against project documentation and notes from two staff reflection workshops with CD Unit East Team to understand how projects and processes had contributed to the successful implementation of the two new strategies. Finally, a workshop was held with CD staff to verify the findings of the case studies, deepen the analysis of the data and to review and agree on recommendations in response.

STRATEGY THREE: ATITJERE NETWORKS AND PARTNERSHIPS

All the community development projects were implemented with a primary project partner (an organisation that holds the project contract with CLC) and involved one or more other partners. These partners included community organisations (e.g. Children's Ground, The Healing Centre) as well as the CLC, and other groups such as the Central Desert Regional Council (CDRC), Parks and Wildlife, Rangers and police. Informant knowledge about the extent of involvement of partners or partner responsibility to execute the projects with Atitjere funds varied across informants. Some informants thought that Children's Ground or the government had funded the community projects, rather than Atitjere Land Aboriginal Corporation.

A few informants highlighted the importance of working in partnership and collaborating to enable strong community development outcomes for the community.

"It's better to go partner project rather than bringing in outside contractors. This community has a lot of potential, they have had a lot of training and a lot of certificates"
(Informant 6)

Other comments suggest that informants value partners who ensure that project benefits, such as local training and employment, stay within the community.

"I've been involved with Park planning ... We started making the plan, funded by Community Development (Atitjere's CLM income) to Children's Ground. Kids structure, people can go and have lunch there, fixing up the [old] church there with a barbecue. Putting shade and more parks. It works well – CLC and Children's Ground and Chris Bird working together. He is going to employ young people – me and Chris' idea." (Informant 2)



"We're getting Rainbow Gateway to work together with ALAC and then employ them. They're training, helping out with courses, first aid, drivers' licences. Rainbow Gateway looking to help them get their resumes and getting them into employment. Rainbow Gateway put in for the contract and then they get people on Centrelink [to do the work]. We've got the money to get the shade structures with community members [doing the work]." (Informant 3)

These comments illustrate that community projects deliver wider benefits than just new community infrastructure. Informants also provided comments on project partner relationships they don't value:

"There's a lot of teenagers in the community, when community development (CLC) get a contractor in they bring people in from outside, a lot of young men have their tickets⁹ but they got left out." (informant 7)

Two informants highlighted the positive role the CLC plays in unearthing partners and brokering collaborations and partnerships with key stakeholders.

"We're starting to get relationships [with other organisations] as we have got the Land Council supporting us. Too hard to do it ourselves. Land Council find the right people to talk to and brings people out to meet us and then next time they come they'll know us." (Informant 2)

"The Community Development program has been working really well. Other stakeholders don't understand how to work around planning, consultations with the community. It's really important to work alongside ALAC and other stakeholders to plan for better projects in the community." (Informant 3)

These comments suggest that CLC's brokering role, their way of working between community and projects partners to enable engagement, is valued by the Atitjere community. CLC are finding the right people for the Atitjere community to connect with and work with and are supporting Atitjere community members to have direct engagement with partners and government bodies. In this case, the 'right people' appear to be appropriate projects partners who can deliver on the group aspirations and work in collaborative ways. Direct engagement with stakeholders is a precondition for gaining the capacity and confidence to advocate for their own development.

Informants highlighted a few challenges associated with collaborations such as: finding the right partner to deliver projects that address development aspirations given the more limited number of locally controlled organisations in the eastern region; and the time taken to work in partnership (number of meetings and length between meetings can be frustrating to those involved), but still viewed a strongly collaborative approach to completing the project as the preferred approach.

Project partner Chris Bird undertaking a community consultation with Atitjere community members

9 'Ticket's refers to having certification for White Card or to use machinery 'tickets' that are needed to work with a contractor on a construction site.

There was some evidence to suggest that other forms of collective action were in development which may enable the Atitjere community to address long-term Aboriginal development aspirations. Informant 8 spoke of their own organising ability,

"I got the families together and Childrens Ground started helping" and wider networks "I'm on the Shire (Central Desert Regional Council)" (informant 8).

Additionally, project documents show that informants are members of other governance and working groups within the Atitjere community. This presents an opportunity to support the Atitjere community members to become involved in other projects and key developments, especially with their common experience with the dialysis project advocacy journey discussed below.

Whilst there is no interview or staff reflections data that speaks for or against collaboration across CLC, a staff informant suggested that the relationship between the CD Unit and Regional Services Unit is particularly important at Atitjere. It will be important to keep these stakeholders involved in the future project planning processes.

STRATEGY 4: ATITJERE LOBBYING AND ADVOCACY IN THE DIALYSIS PROJECT

The interview data provided evidence that four out of nine informants had a clear understanding of the advocacy process for the dialysis project and could see how the lobbying process worked.

"The community put money into dialysis project - the government could see it - we showed we were serious and we were the first community to get it. We showed them, we had a lot of support from nurses, police to get funding from government" (Informant 2)

"Everytime we do a project we put in half, match up. Sarah Brown was able to say the funding was already there so we decided we want community nurses trained up. \$100 000 showed that we were dead serious." (Informant 3)

"If you can show them that the community is willing to put something up then government will put money to get things fixed." (Informant 3)

"Then Sarah used that money to show the government and then they gave us four chairs, accommodation, nurses and we got the \$100 000 back" (Informant 4)

"They put money in to show the government we are fair dinkum about it" (Informant 5)

According to staff reflections and projects documents, the success of the Atitjere dialysis project is due to several factors. Firstly, Purple House attended every CD meeting and gave detailed updates since the project inception in 2016. This further cemented a strong relationship between the partner and the community, through a history of engagement which had built significant trust. Furthermore, there was long term commitment from Atitjere community members to the dialysis cause, this included participation by stakeholders, Atitjere community residents or traditional owners in seven meetings or consultations in 2022-23. Additionally, CLC CD Unit was pivotal in pulling the story together for Purple House to advocate to the federal government. Atitjere Land Aboriginal Corporation allocated funding to confirm their commitment and a network of stakeholders continued to speak up for the dialysis need at Atitjere. Collective action of this type is usually required to enact relational change in a system and to change the power dynamics. At the same time, evidence also suggests the importance of individual commitment to the cause and therefore community trust in the partner and the strength of the relationship with the partner.

"Sarah Brown (Purple House CEO) is the longest nurse we had here, she's been fighting for us." (Informant 2)

Whilst the federal government has confirmed funding for nurses' accommodation and the construction of a renal (dialysis) unit, Purple House has also been working with Power and Water Corporation and hydro specialist to determine adequate water access for the new unit.

"Developing the community is hard because we're battling the water problem at the moment – talking to the Northern Territory Government about upgrading the water. Once that happens we'll be able to have more projects." (Informant 3)

In October 2022 Power and Water Corporation advised that there was insufficient water at Atitjere for dialysis needs, and applications for further access were unlikely to be approved given current constraints. The CD officer reached out to the PWC official in charge of Atitjere and successfully invited them to come to the community and explain directly why Atitjere was considered to be 'water stressed'. The CD officer also worked with governance group member and CLC employee who was doing his own water advocacy to develop a context brief on the water story to support advocacy. Furthermore, the CD officer arranged a meeting between Purple House and PWC to talk through the dialysis project and implications for water. Following this meeting, Purple House and PWC continued to discuss the project, including more detail as to the water needs and Purple House communicated with PWC that they were likely to receive the federal funding for the project. This potentially helped PWC internally to see ensuring there was sufficient water available for the dialysis facility was a priority and supporting this. By June 2023 Power and Water Corporation sent an email saying that they had found a solution to support the proposed dialysis clinic and accommodation, and as a one off, will allocate the required \$200,000 to have the new pump installed and commissioned before the end of the year.

Interview data suggests informants were engaged throughout the dialysis advocacy process and can discern the steps that took place. This experience of advocacy success can be leveraged and represents an opportunity to be built upon. Project documentation shows that informants are part of other governance groups and networks in their community. With connections and now experience in advocacy, perhaps there is greater opportunity to address long-term Aboriginal development aspirations. Arguably, if Atitjere community members are encouraged to also apply the skills and knowledge gained in the community development space more broadly, there is potential to deliver greater change for Atitjere in the future.

There was no mentions of lessons learnt being shared with other communities or Aboriginal Corporations nor at conference or networking opportunities. Four informants understood the dialysis journey in detail. Given the success of the dialysis project and journey, it is hoped that learnings from this will be shared with other communities undertaking community development projects. Providing platforms for community members to share their story will assist in growing more change makers in communities and empower others to drive their own development. CLC could discuss with Atitjere community ways in which they could show case their work to inspire others.

CONCLUSIONS

- Atitjere community informants value genuine partnerships, including partners who ensure project benefits are shared amongst community members.
- There is a prominent level of collaboration between stakeholders occurring across community development projects in Atitjere.
- CLC CD officers are key to brokering and establishing networks and connecting community members to key stakeholders. Staff are facilitating lots of engagement with the Atitjere community, which takes time, but increases the benefits to communities from CD projects. The partnership approach taken by CLC was critical to the achievement of the dialysis unit, helping the community source additional funding for this and that it is sustainable and will ensure longer-term community benefits.
- The key advocacy success of the Atitjere dialysis unit in part reflected the strength of the partner Purple House and the length of their engagement with the community, which had built up significant trust. Their work engaging directly with PWC on the water needs of the dialysis facility also facilitated PWC's support for the facility.
- Some community members have links to other governance and working groups which is an opportunity to build wider coalitions and networks to pursue community needs and aspirations.
- Informants have advocacy experience which can be leveraged. There is an opportunity to apply this experience to other projects and processes and to share lessons learnt with peers to inspire further lobbying and advocacy work.

Atitjere community members and CLC staff members at a community development meeting





CLC staff and project partner Ekistica undertake Yuendumu Sports Oval Masterplan consultations in 2022

CASE STUDY 2: YUENDUMU

This case study considers a select number of community development projects supported by the Central Land Council in the Yuendumu community over the financial year 2022-23. It considers how these projects are supporting progress in the Yuendumu community, how the CLC is applying the two new community development program implementation strategies of networks and partnerships, and advocacy, and how they have supported longer-term development in Yuendumu.

BACKGROUND

The Yuendumu Granites Mine Affected Area Aboriginal Corporation (GMAAAC) Community Committee is one of nine community-led committees charged with identifying, planning, and monitoring projects in their community of 740 people. These projects are funded by GMAAAC and address community needs and aspirations.

Yuendumu GMAAAC Community Committee have around 50 active or in development projects with allocated funding worth almost \$14 million. The smallest project is around \$6,000 for music equipment whilst the largest is approximately \$3 million for school upgrades. The Yuendumu GMAAAC Community Committee has completed or progressed 156 projects since 2014. These projects are diverse from bush camps and cultural maintenance work to ongoing nutrition programs, sport and youth programs and infrastructure upgrades. Throughout 2022-23 Yuendumu GMAAAC Community Committee progressed the Yuendumu Sports Oval Masterplan and Greening Options Study, Yuendumu School Masterplan and Improvements Project, and the Beautiful Yuendumu Public Murals Project. These projects are a focus of this case study as CLC and La Trobe University agreed they provide examples of processes that contributed to delivering the focus strategies. The following provides context for these projects, and as such provide important opportunities for learning.

Yuendumu Sports Oval Masterplan and Greening Options Study

Allocated funding: \$99,462. Project status: In progress

Funding was allocated to the Yuendumu Sports Oval Masterplan and Greening study in 2021 due to Committee concerns about the condition of sporting facilities in Yuendumu and lack of coordinated action by local and state government to upgrade the facilities. Local Aboriginal controlled organisation Ekistica was chosen by the Committee as the project partner and a project steering committee was established. Three community consultations were held in 2022 (May, September and December) to inform the design.

To improve coordination of works in community, Yuendumu GMAAAC Community Committee facilitated:

- Meetings with Power and Water Corporation to discuss process for getting new water connections for the grandstand and softball change rooms, and
- Meetings with Central Desert Regional Council to coordinate local works.

Yuendumu School Masterplan and Improvements Project

Allocated funding: \$3,212,950 allocated to 1 July 2023. Project status: In progress

The idea for the school masterplan evolved through discussion with Yuendumu school principal, Warlpiri educators, GMAAAC and the CLC about the need for upgrades to much of the infrastructure at Yuendumu School. The Yuendumu School Masterplan Improvements project began in earnest in January 2020 with selected project partner local architect Sue Dugdale and Associates. Funding was allocated via the Yuendumu GMAAAC Community Committee in late 2020. Throughout 2020 and 2021 the masterplan was developed with input from the Yuendumu GMAAAC Community Committee, Yuendumu School Council, school staff and students. A project steering group made up of the Yuendumu school principal, co-principal, and two Warlpiri educators directed the work. The Yuendumu school masterplan was completed in 2021 and almost \$3 million in funding was allocated from GMAAAC funds to what became known as Stage 1 of the upgrades. The Northern Territory Government allocated \$1,100,000 towards Stage 1 and \$700,000 towards detailed design work, a significant allocation which reflects their recognition of CLC's ability to ensure effective consultation and co-design.

Beautiful Yuendumu Public Murals Project

Allocated funding: \$307,923. Project status: In progress

Scoping work and a kick-off planning meeting for the Beautiful Yuendumu Public Murals Project happened in late 2022 with selected project partner, Red Hot Arts.

The Yuendumu Children and Family Centre provided local drive and motivation for the project and project governance was provided by the Marlpa Jungu Jintangka (MJJ), the Early Childhood Reference group, who prioritise participatory governance structures. Throughout 2022-23 Red Hot Arts artists worked with stakeholders and community members to plan the mural content and locations. This project established new paid steering committee members who are not necessarily involved in GMAAAC.

*Community consultation
for the Yuendumu Beautiful
Murals Project*



CASE STUDY METHODOLOGY

This case study seeks to understand the contribution to change the community development program is making using the two program strategies of partnerships and networks and lobbying and advocacy. Given the length and breadth of the Yuendumu community's involvement in community development work, it was chosen as a case study area for the 2022-23 monitoring report. Twelve informants were interviewed for this case study and their feedback was analysed thematically against strategy three: Networks and partnerships and strategy four: Lobbying and advocacy from the Central Land Council Community Development Framework 2021- 2026¹⁰. The following tables explain the composition of the 12 people interviewed by gender, and to what extent they represent the different governance groups.

Table 5: Case study informants, by gender and project governance group

Gender of informants	Number of informants involved, by project governance groups
9 Female	6 Children and Family Centre/ Marlpa Jungu Jintangka
3 Male	3 Yuendumu Sports Oval Masterplan Working Group

Table 6: Case study informants, by governance group

Number of informants who are members of governance groups
7 Yuendumu GMAAAC Community Committee
2 Yuendumu School Council
1 Central Desert Regional Council (CDRC)
1 NT Government Project Development Group
1 Warlpiri Education and Training Trust Committee

The interview sample size has an uneven representation of women but a good split of decision makers (Yuendumu GMAAAC Community Committee Members) and non-decision makers (non-GMAAAC Community Committee Members). Half of the informants had a connection to the Beautiful Yuendumu Public Murals project; however, the most rich and detailed data was about the Sports Oval and School Masterplan projects. Informants were interviewed by an independent contractor engaged by the Central Land Council. The contractor provided copies of direct quotes from informants grouped under question headings and some other clarifying points from the interviews. There were challenges in getting these interviews to occur and most ended up being opportunistic. Consequently, of the 14 people initially identified by CLC as being appropriate to be interviewed, 64% or nine people were interviewed. An additional three community members were also interviewed by the consultant who were not on the original CLC provided list. There is richness to this data. It appears the questioning and length of interviews for Yuendumu was more in-depth than that for Atitjere, although the reason for this is unclear.

¹⁰ The Central Land Council Community Development Framework was updated in 2021. As a part of this process new strategies were developed with a focus on delivering wider outcomes and sustainable change for program participants. The four strategy areas are new ways of directing effort and this monitoring report is the first time that specific evidence has been sought against these strategy areas.



Samantha Watson at a community consultation for the Yuendumu Beautiful Murals Project

STRATEGY 3: YUENDUMU PARTNERSHIPS AND NETWORKS

Interview data suggests that there is a high level of collaboration between project partners and stakeholders for Yuendumu projects. Most informants were aware of the partner organisations and key stakeholders involved in their GMAAAC community development projects in Yuendumu. Additionally, most informants spoke about the importance of working together to reach goals, indicating the value of a collaborative approach.

"By working together on projects with GMAAAC it helps to reach the goal. Especially for the community. Only by working together and supporting each other on the projects can we reach our goals." (informant 1)

Informants provided rich explanation of how the Beautiful Yuendumu Public Mural project brought together a wider range of stakeholders to work in valued and supported collaborative ways. Informants deeply valued the purpose and intended outcomes of the mural project and were proud of it and how it was being conducted.

"I really like that mural project because that's my passion. I do it every week. For me that mural is all about the future, past and present. I like past, it's really good memories about my family." (Informant 5)

Informants spoke in detail about the consultation and engagement process, which included interviews, reference group meetings, writing a support letter, meeting via skype, as well as general discussion about the project. The Beautiful Yuendumu Public Mural project partner is Red Hot Arts and informants suggested the project network included Marlpa Jungu Jintangka, Children and Family Centre (CFC), School, Police Station, PAW Media, CFC Coordinator, WANTA, Safe House, and the GMAAAC Committee.

Interview data is corroborated with CLC staff reflection data which talks about the successful project partnerships underway in Yuendumu and that GMAAAC is setting the standard for engagement, ensuring it is conducted with the right people, in the right way so that successful partnerships and networks are developed within GMAAAC communities. Engagement of the right people, in the right way is a practice that aligns with Aboriginal ways of being and doing. Cultural protocols outline who should be approached for what decision making. Applying these ways of working to community development values these processes and creates sustainable outcomes.

Most informants spoke about the role of the CLC in facilitating projects in a collaborative way, and specifically highlighted that community development officers were good at: organising meetings,

inviting subject matter experts or other organisations to attend meetings, providing feedback, sourcing information and bringing it back to the community, including people via video call when they could not attend in person, and understanding their ideas for the community. The evidence suggests that informants value the work undertaken by CLC community development staff especially their organisation skills and communication skills.

"The CD staff are good working with other organisations for GMAAAC members to be involved. They have been good at organising things, with meetings and working and planning. It's good connecting us with other organisations and also with the community and so we can tell the community what's happening. It's all about showing information, how things work and good communication. The CD staff have helped with that" (informant 9)

This suggests that CLC's interlocutor role is working well and is required to get projects up and running. Staff reflections unrelated to this case study show that a significant proportion of CLC staff workload is spent finding the right project partners, managing low-capacity partners and being involved in the majority, or in some cases all, of the connection work between Aboriginal groups and partners. The quote above also suggests that CLC has moved from a practice of speaking on behalf of community development governance groups to now supporting those governance groups to have direct engagement with partners and government bodies. This evidence speaks to the role of CLC at the relational level of change, e.g. it is shifting the relations and social connections which are central to building collective action in the future.

There is evidence that projects involve relationships with more than just project partners, but less evidence at this stage that these networks are being used to create new or build on existing coalitions, or collective action to promote broader policy and practice change. However experience in the Yuendumu community development projects has enabled for example Informant 9 to build their own skills and to feel confident speaking up in the community. Similarly, Informant 10 took the initiative to investigate a recycled water initiative. So whilst there is less evidence of collective action, there is some evidence of increased individual agency which is an important stepping stone.

Whilst there is no mention of collaboration across CLC within the interview data, nor the CLC staff reflections related to Yuendumu projects, separate discussions with CLC staff suggests that collaboration with CLC sections for Legal, Technical Services and Regional Services are critical to project work in Yuendumu.

Virtual consultation with Red
Hot Arts for the Yuendumu
Beautiful Murals Project



STRATEGY 4: YUENDUMU LOBBYING AND ADVOCACY

Understanding of effective lobbying strategies

A number of interviews demonstrated that there is a growing understanding in the community of effective lobbying and advocacy strategies based on experience. Informant 4 is a Yuendumu GMAAAC Committee Member and interview data shows they have a clear understanding of the master planning processes for both the oval and school including awareness of building components and funding. Informant 4 has further project ideas to explore and has already sought commitment from GMAAAC and a local organisation and is pursuing an application for Aboriginal Benefits Account funding with the assistance of CLC staff. Another informant spoke of their experience lobbying GMAAAC to address community needs. These are examples of informants growing confidence in lobbying and advocacy.

Masterplans and master planning as key advocacy tools

As far as focused lobbying and advocacy work, some informants spoke about their experience in this work. Two informants identified how the masterplan documents for both the sports oval and the school had been used to attract funding from government departments. This is corroborated by staff reflections where masterplans were identified as a key tool in advocating for community aspirations.

"Good having a masterplan – it's our plan. Sometimes the government doesn't listen to us and we talk over and over and then we talk over and over again. They don't see what the community needs, the plan tells them – the sports and the school" (Informant 6)

"GMAAAC funded the masterplan. The masterplan is useful about the picture and where things have to go. It was good, ladies and mans putting our ideas into a plan, what the community want to see. It's a good plan working with contractors and CDOs¹¹ and with the community, men and women. The CDOs prepared things, setting up the meeting area, doing the barbecue, asking other people to come and join us, notifying us." (Informant 9)

There is strength in collective action through the master planning process as indicated by informants. There were separate men's and women's discussion groups, and people felt they got to participate and have a voice in the plans for their communities. It was clear informants had been talking about sports oval and school needs for a long time, therefore it is inferred that masterplans are a way to consolidate and then amplify that community voice.

11 CDO refers to Central Land Council Community Development Officers

*Consultations in Yuendumu
for the Sports Oval
Masterplan Project in 2022*



Stakeholders or project partners speaking-up

Discussion with key staff indicates that sometimes external individuals or project partners with shared principles, proven track records, long-term staff and established ways of working can be the one to get the advocacy ball rolling. The project partner in this case was a firm who had been engaged previously as a project partner on multiple community development projects and was well versed in CLC's and the community's preferred approach for doing community development. They were engaged by Northern Territory Government to undertake the school masterplan detailed design work. They lobbied their client for improved project consultation, which led to Northern Territory Government being exposed to Yuendumu GMAAAC Community Committee skills and capacity. Subsequently, the Northern Territory Government invited GMAAAC and CLC to the School Masterplan Project Development Group which already involved Yuendumu School. This appears to be an example of an informal network being created.

Growing stakeholder relationships

A review of additional background and project information shows that the oval masterplan provided an opportunity to have fruitful engagement with key stakeholders. Anecdotal evidence suggests a change in leadership enabled the Yuendumu GMAAAC Community Committee to have an improved working relationship with the CDRC. Open and clear communication with the CDRC ensured they used the Masterplan to progress the following upgrades using Council funds and within Council remit:

- Revitalising existing Yuendumu Men's Football Club clubroom
- Shade structures oval grandstand
- Scoreboard with remote control options
- Repair existing change room ablutions block
- Softball oval lighting
- Repair football oval perimeter fence

The fact that CDRC is using the Sport Oval Masterplan to guide their works is significant. In other situations, there might be an expectation that GMAAAC would fund these works, thereby community development money is used to fill funding vacuums left by government. CDRC is now working more openly with CLC and the Yuendumu GMAAAC Community Committee and recognise GMAAAC as a source of authoritative community knowledge and aspirations. CDRC is continuing to roll out repairs and maintenance to community infrastructure as per the masterplan. It is important to note that CDRC is valuing the content and detail of the masterplan, which was created in consultation with community. What potentially started as an advocacy exercise has now strengthened partnerships and coalitions working together to address needs in the community. This trusted relationship has the potential to open doors for future influence.

Additionally, CLC can build upon their newly established relationships with Department of Infrastructure, Lands and Planning for future infrastructure projects. It is anticipated that further advocacy skills will be exercised in the School Masterplan project, particularly through attendance of Yuendumu representatives at Project Development Group meetings and CLC lobbying for matched funding on behalf of GMAAAC.

Challenges of advocacy

It was identified that lobbying can also be challenging especially when working in more political spaces and not having clear lines of communication and accountability. At least one informant was not happy with the messaging going back to community and the lack of recognition for who was funding the School Masterplan project.

"We put \$3.1 m into their project, to lobby government and in one of the pamphlets that was sent out they said the government was spending that money but it was us." (Informant 10)

Water access is a challenge for large infrastructure projects in remote communities, and advocating for improved water access has been complex. Informants expressed their concerns about supply, quality of supply and water access holding up projects. Some informants mentioned that Power and Water Corporation had been to meetings, whilst others said PWC had not been involved. CD staff noted that they had arranged a meeting with some senior PWC people to come and attend a GMAAAC Yuendumu meeting to hear about the proposed CD projects and this did seem to have helped gain some support from PWC for projects. However later turnover in the PWC team meant that they were again not approving Eols for CD projects. Some noted that there was not enough communication at meetings about the water issue, whilst one informant noted that housing has priority access for water in the community. Correspondence to PWC shows that CLC have led the investigations into water access, however the variety of responses from informants indicate that not everyone is across the water story for Yuendumu.

Share lessons learnt on effective community development

There is evidence to suggest the lessons learnt on effective community development in Yuendumu are being shared with peers external to Yuendumu, and that Yuendumu community members are learning what works from their peers as well as sharing their successes and challenges. One Yuendumu informant had been to an evaluation conference in Adelaide as well as a world community development conference in Darwin¹². As the informant stated:

"Another good thing they've brought out in GMAAAC is conferences and workshops. I've been to an evaluation conference in Adelaide, I went to a CD conference in Darwin. I was there with WETT and showed what we're doing in our community and looking at other projects and how things work in other communities, we can learn from each other, find out what they are doing and bring it back to our community ... Lots of good things we do, working together, good to work in training. Also good doing it outside the community. It's good to get together and meet up with other communities when we come here. It's good to learn" (Informant 9)

Targeted conference presentations are an important way to connect with peers and share lessons learnt. The comments above show an eagerness of the informant to share and learn and build skills in conference presentations.

CONCLUSIONS

- Water continues to be a key constraint to development projects and lessons learnt about how to best engage on this and advocate for improved water in the community should be shared across CLC and communities.
- There is opportunity to build on the success of partnerships and network building undertaken with all GMAAAC Community Committees. .
- Skills and capacity of stakeholder identification, relationship building, advocacy and lobbying are increasing among governance group members. Some Yuendumu GMAAAC Community Committee members are also sharing this knowledge with peers via conference presentations.
- Masterplans and master planning are a key advocacy tool used by GMAAAC and are a way to consolidate and then amplify that community voice.
- GMAAAC have built trusted relationships with stakeholders, creating partnership and collaboration, but also the potential to open doors for future influence.

¹² These speaking opportunities were identified, arranged by Central Land Council

DISCUSSION

Preferred ways of working

The informants from the Yuendumu and Atitjere communities express strong preference for working in ways that demonstrated genuine collaboration and partnership. This aligns with the CLC community development principles of respectful relationships and cooperation and speaks to their aim for transformational development which needs to build on working relationships in communities to drive wider development for Aboriginal people. The 2014 evaluation¹³ showed how joined up approaches are valued, and these case studies show how partnerships are preferred rather than the once more traditional contractual approach.¹⁴ Evidence suggests the program is going beyond seeing partners as subcontractors delivering projects to recognising the importance of a broader range of stakeholders who can directly or indirectly affect not only program outcomes, but the broader enabling or policy environment. CD staff noted that this works best when partners have similar values and world views to that of the Aboriginal groups contracting their services. To pursue transformational development, it is recommended that CLC should maintain and further enhance efforts to work in partnership approaches with their community groups. Transformational development requires bringing in different stakeholders who can help create new possible futures¹⁵.

Partners who can employ community members are important. CD needs to start with the assets already in the community, to build up a nucleus of change makers who can go on to form wider networks and coalitions. Employing local people on projects aligns to strategy two of the CLC Community Development Framework, maximising meaningful local Aboriginal employment and training opportunities. It will be important to continue to engage project partners who also value local employment. This can be difficult in some communities where there are limited or only low-capacity partner organisations available. Proximity of communities to Alice Springs is another consideration for partnership development. CLC acknowledge that partnerships are easier to maintain in communities close to Alice Springs as CDOs can visit frequently. Partnership and relational ways of working are hard to do if you can't visit.

Collective Action¹⁶

It is important to note that collective action includes community, and support agencies, and it is important to identify how they can be leveraged to progress CD objectives. This may provide resource challenges, noting that CD staff reflections indicate a large percentage of workload is around stakeholder and project management. Facilitating collective action is important for strategic purposes, but it is also time consuming. The strength of a collective action initiative also depends on the capacity, skill, drive and motivation of its members. To maintain the strength of this work, it could be important to develop prioritisation strategies and a range of stakeholder maps that provide easy reference to key stakeholders in each community. Stakeholder maps can also be useful for undertaking power analysis

¹³ CLC Report Design_FINAL.pdf

¹⁴ A contractual approach relies on a legally defined agreement to set the terms and obligations. This approach has a focus on accountability and managing risk.

¹⁵ Central Land Council Community Development Framework 2021-2026

¹⁶ This can refer to the work of a network or coalition who are working together to achieve particular priorities.

and assessing potential future partners and strategies for the collective action. Stakeholder maps could be developed through workshops with regional teams.

Atitjere and Yuendumu informants and Central Land Council staff are thinking beyond contracted project partners when considering stakeholders and who are the influential people who could be involved in collective action. For example, the Yuendumu School Masterplan saw the development of a network of key stakeholders included in regular meetings, consultations, and updates. Anecdotally, there is a sense that a regional coalition exists with GMAAAC and CDRC especially given their shared vision on regional infrastructure. It will be important for this work to continue so that change can start to occur at that collective level and not just at the project or individual level. It would be useful for CLC to reflect on what were the enabling tasks or approaches they used in 2022-23 to support the development of networks and partnerships.

Central Land Council brokerage role

Both Yuendumu and Atitjere informants had similar comments about the way in which CLC staff interacted with them and their community. Staff were seen as having skills to bring together the right people in the right forums. This included organising subject matter experts to attend meetings, finding appropriate project partners and engaging with government bodies. This interlocutor role requires a certain level of skill, community knowledge and influence, and shouldn't be underestimated. CD Officers are routinely navigating the feedback, frustrations and requests of constituents. There is nuance required in managing expectations and providing voice for community projects and bringing control back to their community.

CLC CD staff see their brokerage role as a particular strength and a key and ongoing role which they play within communities. They feel that communities often rely on them to navigate feedback and frustrations and to be a voice for the community to bring control back to the community projects. Although it takes significant time and energy, they believe that the brokerage role is critical to maximising the results of CD projects by ensuring they are well planned and delivered and providing maximum benefit for communities. CLC believe they have a long term role in building the capacity of partners to engage effectively with communities where needed as brokerage between these two groups uses up significant CD officer time. In the reflections workshop, staff noted that they found the quality of engagement of some partners reduced where they stepped away from this brokerage role. By reflecting on their brokerage role more deeply, CD staff can identify how they can build networking capacity more broadly with their community development stakeholders, which will build a bigger base of change makers. This may be worth monitoring over time and be a way to maintain the energy for community development work.

Water advocacy

The Atitjere and Yuendumu case studies show that water access is a risk for many remote communities and is often a constraint on development, especially those considering large infrastructure projects. There was a significant reversal in the PWC position in Atitjere, and ongoing water access negotiations with PWC in Yuendumu. The lessons from Atitjere were that inviting PWC to come and present to the community to explain clearly the water story really helped both with the dialysis project and has supported advocacy on other water issues. Secondly, the ongoing support from Purple House who engaged directly with PWC on the need for water for dialysis while communicating the likelihood of receiving federal funding likely contributed to PWC finding a water solution. Similarly in Yuendumu, inviting senior PWC staff to attend a GMAAAC meeting and hear about the community's proposed development projects was found to contribute to an attitude change in PWC staff. CD staff noted that it was not clear what impact overall challenges with water access were having on the

progress of the CD program more generally and that understanding this would help with the CLC's broader water advocacy work. There was a sense that the water situation in communities often isn't clear and sometimes different CD officers were competing for the support of PWC with their Eols. There is potential to add lessons learnt at Atitjere and Yuendumu to the knowledge bank and use them to inform future advocacy. CLC has a long history of water advocacy. They have a dedicated Water Policy Officer; water policy agenda supported by their Council and successful water advocacy projects. CD staff noted that communities and traditional owners are sometimes taking the initiative themselves around water, with homeland water infrastructure groups funding testing, bore drilling, etc. to look at opportunities to support further development.

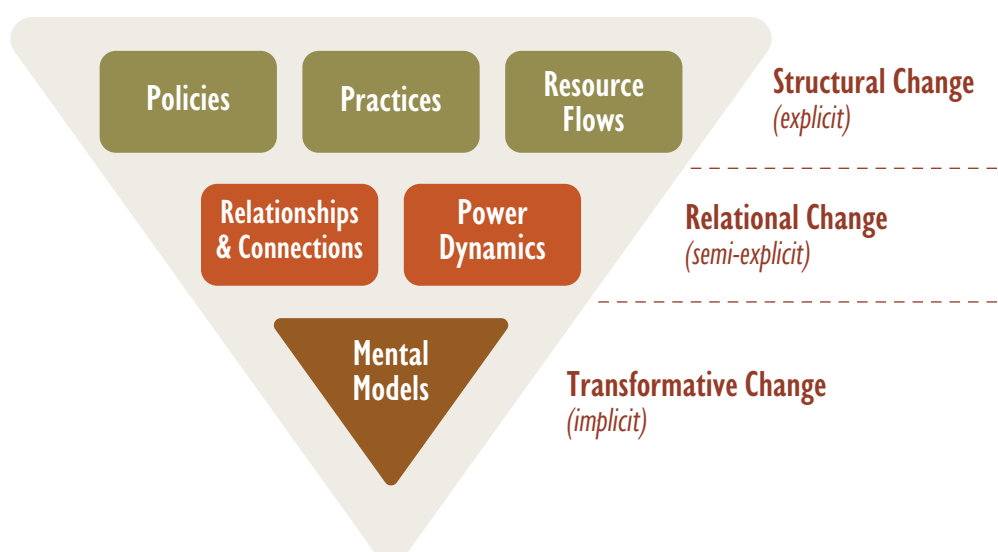
Filling gaps left by government

Yuendumu and Atitjere in 2022-23 had exposure to lobbying and advocacy work. For both, this experience was due to long term aspirations held for their community, for Yuendumu a school masterplan and sports oval masterplan and Atitjere a dialysis unit. Both groups were involved in many meetings and conversations which worked through ways to extend the resources they had available to invest in such projects. These groups acknowledged they didn't have the resources to do these projects in their entirety, nor should they, noting that the projects mostly related to government responsibilities. Whilst this displays careful needs analysis and long-term planning by communities, in both case studies we see a local Aboriginal Corporation committing to investing in what would usually be government funded service in their communities. This potentially sets the expectation that communities will need to invest their own money to get government services in their communities. Conversely, the willingness of these corporations to contribute funds was seen by informants as a key reason for the state, federal and local governments taking their requests seriously and providing matched funding. CLC agree that it is not useful to have a set position on community income in government services, however, it could be useful to better track and report on this type of investment to ensure stakeholders like National Indigenous Australians Agency are appraised of communities investing in local amenity and liveability. CD staff noted that in such cases CLC has a role in ensuring that potential options to advocate for government to commit funding where appropriate are identified and planned for as part of the CD program.

Lobbying and advocacy exposure

A strength of the advocacy work was informants having direct engagement with key stakeholders and learning about advocacy processes and power dynamics. This shows that informants are dipping into the relational change, semi-explicit level of change, as seen in the below figure 16 describing the six conditions of change.

Figure I 7: Six conditions of change¹⁷



Relational change requires development of quality connections and communication between all relevant actors in the system. Relational change also requires the re-distribution of decision-making power; authority, and both formal and informal influence among individuals and organisations. Evidence from the two case studies provides weak signals that there are some pre-requisites in place which provides some clues as to how shifts might occur in the future. It is noted that Atitjere and Yuendumu are advocating for increased amenity and liveability of their communities. Furthermore, a regional player like GMAAAC can find it hard to advocate across their nine communities even though directors have participated in the Good Governance Program. Although CD staff reflected that groups which represent broader geographic areas or multiple communities, such as WETT, can often be more effective at advocacy due to their larger size. Ongoing and sensitive support is required and will also depend on broader shifts in the policy environment.

Change in complex systems is neither predictable nor linear. It is emergent, multi-level and not able to be planned for. Understanding this process requires both looking beyond the reach of a project or program to identify what conditions are holding the current situation in place, as well as gaining a more granular understanding of what is changing for individuals and communities. It also means building the partnerships, networks, and alliances to collectively try to shift different elements of the system- including the ideas or mental models which shape it- and learn from what is or is not working, and invest accordingly. While the case study methodology was not intending to try and track transformative change, what is evident is some problem driven structural change (changes in engagement practices and project resource flows) and some relational change (stakeholder networks formed for projects) in Atitjere and Yuendumu. The CD Unit (and or CLC more broadly) is looking to tackle some of the structural barriers to change in the community which may be local or national government barriers or barriers from agencies such as Department of Infrastructure, Planning and Logistics. Therefore there are a number of things happening at different levels, ie. In the communities with stakeholders, in CLC, and through them within the broader environment. However the real challenge perhaps remains learning from this, and adapting practice in light of that learning.

¹⁷ The Water of Systems Change, John Kania, Mark Kramer; Peter Senge, June 2018, [The-Water-of-Systems-Change-FSG-2018.pdf \(ncfp.org\)](#)

CONCLUSIONS

Overall the community development program is continuing to grow and contribute to economic and social development within remote Aboriginal communities.

The two CD Framework strategies are being implemented well and are clearly valued by communities and supporting good outcomes for the CD program. Some clear effective advocacy strategies are emerging. Furthermore, case study evidence shows that informants and CLC staff are starting to demonstrate relational change. This is important work, and this work can be built on to guide program efforts towards transformative change. CLC need strategies at the structural, relational and transformative levels of change to deliver on their transformative change agenda. This type of work requires attention to detail of often mundane work of noticing and acting on implicit and invisible conditions. Any organisation's ability to create change externally is constrained by its own internal policies, practices, and resources, its relationships and power imbalances, and the tacit assumptions of its board and staff.¹⁸

¹⁸ The Water of Systems Change, John Kania, Mark Kramer; Peter Senge, June 2018, [The-Water-of-Systems-Change-FSG-2018.pdf \(ncfp.org\)](#)

RECOMMENDATIONS

1. Noting the strength and success of CLC's brokerage role and how it supports more impactful CD projects, it is recommended that the CD Unit reflect more deeply on how staff can build networking capacity with their community development stakeholders, and amongst partners. CLC could consider monitoring changes in partner capacity to engage effectively with communities over time. CLC may also wish to consider whether to revise the description of the strategy in the CD Program Framework to more directly capture this capacity building role and provide a basis for monitoring it more explicitly.
2. CLC may wish to revisit its current approach to advocacy around water access and consider whether some additional strategies may be useful. Potential ideas include:
 - Capturing data as to the challenges CD officers are facing around water access across the whole CD program to be used as evidence for advocacy;
 - Request more transparency in the Eol process, to ensure that the reasons for Eols not being approved are clearly communicated and try to promote opportunities to engage directly with PWC staff to discuss individual Eols, allowing communities to have more say in the prioritisation of individual projects;
 - Aim to encourage PWC staff to more regularly attend CD committee meetings or other community-based governance groups and provide clear information as to the current situation with water in those communities and advise of any future water investment plans;
 - Where appropriate, aim to engage project partners to support advocacy efforts towards PWC in support of CD projects.
3. Building on the findings in this monitoring report, CLC may wish to document examples of successful advocacy strategies, such as funding the development of masterplans, and examining the factors that contributed to those successes to inform ongoing learning.
4. CLC should also consider selecting priority advocacy topics each year, and working with governance groups to map potential partners and undertake power mapping to inform advocacy planning.
5. Given the increase in the volumes of co-funding this year, it may be useful to more explicitly track where CD officers have supported communities to source co-funding for CD projects (eg. from Federal, State or Local governments).
6. To understand change at a collective action level, it is recommended the CLC consider reflecting on what were the enabling tasks or approaches they used in 2022-23 to support the development of networks and partnerships and how this might be strengthened moving forward. It is also worth considering if there are broader networks which may have the potential to work collectively and explore working with them to support advocacy efforts where interests align.

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