WHAT CONDITIONS WILL ENABLE INDIGENOUS-LED DEVELOPMENT TO THRIVE IN AUSTRALIA?

A consolidation of international and domestic evidence and views of stakeholders as a resource for the design of the Indigenous Development Effectiveness Initiative (IDEI).

Compiled by the IDEI team

A WORK IN PROGRESS

15 November 2013

An initiative supported by:

Australian Government   **World Vision**

EXECUTIVE SUMMARY

Summary of project

> *"Without the genuine and active involvement of Aboriginal and Torres Strait Islander people every step of the way in our efforts to close the gap, we risk making only miniscule progress. A business as usual approach will not close the gap."*

Mr Mick Gooda, *Indigenous Involvement Vital to Close the Gap,* 2012[1]

> *"Surely it's time to start looking at the evidence of what's working for many Indigenous peoples and their communities, to understand why it's working, and then begin developing policy frameworks to build success: creating broader opportunities for public and private investment, intercultural collaborations and problem-solving towards a more sustainable future".*

Dr Seán Kerins, *A key role for Indigenous peoples in Australia's sustainable future,* 2013[2]

The above quotes neatly sum up the purpose of the Indigenous Development Effectiveness Initiative (IDEI).

The Australian Government and World Vision Australia have signed a five-year [Memorandum of Understanding 2012-2017](#) (MOU), a high level document to inform and examine development practice across the portfolio of Indigenous Affairs and in particular to "engage the expertise of the domestic and international development sectors to provide advice on development administration".[3]

Work under the MOU includes the Indigenous Development Effectiveness Initiative (IDEI), which is looking at the conditions, systems, structures and capabilities that can better support Aboriginal and Torres Strait Islander people, organisations and communities to drive their own development.

The Australian Government has provided funding for the design of the IDEI as the first initiative to be progressed under the MOU. Central to the IDEI is the principle of Indigenous community-driven development. The IDEI design will address how and when this Initiative's decision-making power, responsibility, resources and authority is established to achieve Indigenous community-driven development.

The IDEI is intended to be phased over a five-year period. An IDEI team, consisting of people with domestic and international development experience, commenced work in July 2013 and is collating this first stage evidence base report and beginning preparations for the IDEI design phase. The report consolidates international and domestic evidence on community-driven development approaches, taken from reports and personal communications with a number of experienced individuals, and will inform the participatory design of the IDEI to support a community-led development approach. The design will be driven by Aboriginal and Torres Strait Islander people and organisations, with a range of input and information being sought from a cross-section of organisations, industries and Indigenous communities.

It is clear in the evidence base, and through our practical engagement with Indigenous representatives to date, that there is a confluence of drivers, conditions and ideas emerging that support the need for system change to operationalise the conditions for Indigenous community-led development to thrive.

At the forefront of the minds of many Indigenous people is the importance of ensuring that culture, law, language and land are at the centre of development. In addition, the need to develop an economic future is recognised as vitally important to Indigenous communities, and opportunities for a higher level of educational achievement and entry into the mainstream workforce is the aspiration of many Indigenous people.

Common themes that emerged from the stakeholders (Indigenous, government and NGOs) are:
- Indigenous people want to control their futures.
- There are environmental conditions that will need to be addressed in order to support community-driven development.
- Communities, Indigenous organisations, NGOs and Government all need to address their capacity and capability needs.
- Engagement with Indigenous people (with some exceptions) is poor.
- Accountability and compliance arrangements will need to be addressed by communities and governments.
- Place-based approaches to Aboriginal community development need to be reinforced using an evidence base and effective monitoring and impact measurement.
- There is a need to learn from and build on existing initiatives.
- Government, NGOs and other agencies are presently working in silos to the detriment of Aboriginal development.
- All shared a concern about achieving value for money and wanted to see the involvement of central agencies such as the Department of Finance.

The domestic section in the report highlights a number of issues relating to successful community-driven initiatives in Australia including:
- the importance of time and capacity to enduring community-driven solutions and approaches
- the impact of risk averse and rapidly changing policy settings on the ability of communities and organisations to be innovative
- low government capacity in community development has impeded efforts
- the need for governance and leadership programs for Aboriginal and Torres Strait Islander people to support community-driven approaches.

The domestic section also identifies that the most enduring and sustained community-driven approaches are those initiated by Indigenous communities in partnership with government and other stakeholders. The case studies in the report illustrate these learnings.[4]

The international section looks at community-driven approaches across the world. Significant emerging economies with large and diverse indigenous populations, such as Indonesia and Brazil, have adopted it as their primary development approach. It is the principle approach required by major development banks such as the World Bank, which spends approximately $2.6 billion per year on community-driven development programs in its member nations. Since 2002 it has funded community-driven development programs, in partnership with national governments, in 106 countries. Independent evaluations of the programs appearing as case studies in the report demonstrate a clear difference in the effectiveness of community-driven development programs. This is particularly clear in the case of World Bank projects, where analysis of community-driven development projects is compared to neighbouring control communities, often showing a stark contrast in communities achieving national targets (such as reduction in malnutrition rates, or increasing school attendance rates). Community-driven development communities often return target results from 10-40% better.

The diagram below shows the structural and operational conditions that international experiences suggest are required to support community-driven development ways of working. Whilst still to be tested during the collaborative design of the IDEI with Aboriginal and Torres Strait Islander people, it is clear (as shown below) that the conditions being considered resonate with the observations from the domestic and international evidence as well as the views of stakeholders.

CONSOLIDATING THE EVIDENCE – INTERNATIONAL, DOMESTIC AND STAKEHOLDERS

STRUCTURAL CONDITIONS
EMERGING FROM THE INTERNATIONAL EVIDENCE BASE

Community-Driven	Whole of Portfolio	Integrated Partnerships	Systems to support the approach	End-to-end alignment	Indigenous Communities

OPERATIONAL CONDITIONS
EMERGING FROM THE INTERNATIONAL EVIDENCE BASE

Build the capacity of communities to vision, plan, manage and collaborate	Devolve government decision-making to levels as close as practicable to communities	Develop centralised Program Support Functions (PSF)	Provide a single point of contact for government at community level	Build the capacity of governments, service-providers, NGOs and other non-community actors	Indigenous Organisations NGOs Governments Corporate Bodies

OBSERVATIONS
FROM AN ANALYSIS OF DOMESTIC EVIDENCE

The centrality of community-driven development principles in government initiatives has waned	Community-driven development aspirations of government in the last decade have been framed in terms of Indigenous people participating in service delivery through 'partnerships' and 'shared responsibility' arrangements	The risk averse nature of political and administrative systems has impeded devolution and innovation to support genuine efforts to build community governance and Indigenous leadership	Genuine efforts to build community governance and Indigenous leadership are challenging for governments	The past two years have seen some new government programs and strategies place a renewed emphasis on building community governance capacity and empowering Indigenous leadership
The most enduring and sustained community-driven initiatives have been those initiated by Indigenous communities or non-government organisations in partnership with Indigenous communities	Sustainable community-driven development initiatives tend to be holistic in nature, incorporating a suite of programs designed by the community	Low government capacity to facilitate community development and community-driven methods remains a strong inhibitor to successful implementation of community-driven development	A commitment to community governance and leadership development has continued to be part of the language of government policy and programs, but the mechanisms and strategies to achieve this have been problematic in practice	

STAKEHOLDER VIEWS

Indigenous people want to control their futures	Alcohol, welfare dependency, and over-servicing must be addressed	Communities, Indigenous organisations, NGOs and Government need to build capability and knowledge across all sectors	On the whole, engagement with Indigenous people (with some exceptions) is poor	Current accountability and compliance arrangements must be improved
Long term place based approaches must be reinforced using effective monitoring	Government, NGOs and other agencies are working in silos to the detriment of Aboriginal development	Value for money is a concern; the involvement of Department of Finance would be beneficial	Learning from and building on existing initiatives is key	Aboriginal culture, law and language will be central

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[1] Flinders University Marketing and Communications, "Indigenous involvement vital to close the gap", *The Flinders News – Latest News from Flinders University Blog*, September 28, 2012, http://blogs.flinders.edu.au/flinders-news/tag/mr-mick-gooda/#

[2] Seán Kerins, "A key role for Indigenous peoples in Australia's sustainable future". In *In Black and White: Australians All at the Crossroads,* eds. Rhonda Craven, Anthony Dillon and Nigel Parbury, (Ballan: Connor Court Publishing), 301.

[3] *Memorandum of Understanding on Indigenous Development Effectiveness 2012*-17 between the Minister for Families, Community Services and Indigenous Affairs on behalf of the Australian Government; the Department of Families, Housing, Community Services and Indigenous Affairs; and World Vision Australia. Signed December 2012

[4] Michael Limerick and Melissa Sutton, *Indigenous Development Effectiveness Initiative Report 1 - Desktop review of initiatives related to community-driven development.*(Brisbane: Limerick and Associates, 2013)

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PURPOSE OF REPORT

The purpose of the report is to provide a consolidated evidence base about the conditions that will enable a community-driven development approach to thrive in Indigenous communities in Australia.

The report includes international and domestic evidence together with the views of a targeted group of Aboriginal people and other stakeholders including government and non-government organisations (NG0s). It highlights common themes and potential challenges to establishing the conditions necessary to support community-driven development and this is part of what the IDEI design will tackle.

This is the first stage of the design phase of the Indigenous Development Effectiveness Initiative (IDEI) and will be used as a resource for the design. Further detail about the IDEI can be found in sections 1 and 2.

Additional evidence, examples, ideas and input relevant to Indigenous-led development will emerge and be added to this report as the IDEI progresses.

SECTION 1 – INTRODUCTION

> *"If we can influence the huge, mostly white Aboriginal services bureaucracy to change the way it delivers services (rather than the what) the gap will rapidly close. Learning this lesson has been painfully slow in this country.*
>
> *There are two major changes in this approach – the first is to truly engage with the people who are the intended recipients of the services that are needed. This demands familiarity with a well-developed, internationally accepted set of methods known as 'community participation action research'. There are well-established ways to do this, which have been used with the 'Untouchables' (Dalits) in India and the First Nations in Nunavut (Canada). As a result, service delivery has been revolutionised."*
>
> Dr. Fiona Stanley, *On the Ground: The Key to Successful Policy Outcomes,* 2013[5]

The evidence that much remains to be done in enhancing outcomes for Indigenous people can be seen in public reports, including for example, the Prime Minister's 2013 Closing the Gap report[6] and the 2011 Productivity Commission's report on *Overcoming Indigenous Disadvantage.*[7] This is despite total direct Indigenous expenditure in 2010-11 estimated to be $25.4 billion.

There is an internationally recognised principle that a community-led approach to development results in better outcomes for its beneficiaries. This approach can help to set a new relationship with Indigenous people, communities and their organisations from dependency to one where they are driving their own programs and decisions, with government and others in supporting roles. The World Bank, for example, has invested more than $10 billion into community-driven development in the last decade in response to the effectiveness of the approach.[8]

In the Indigenous Australian context, there is evidence, commentary, and some policy agendas that signal a shift is underway from an approach heavily focused on government-led service delivery to an approach more focused on supporting Indigenous led priorities, participation, decision-making authority and responsibility.[9]

Community-driven development is an approach that places ownership of local community planning and management in the hands of the communities themselves or their chosen representatives. It is more than simply a participatory approach, where communities are invited to contribute their views to plans, models or frameworks that have largely been developed outside their community. Community-driven development requires reforms that allow for decision-making on program design, implementation and funding allocation to be placed in the hands of the communities. Successful, fully integrated community-driven development programs link a whole-of-community approach to a whole-of-government approach, understanding that no sector can operate effectively in isolation.

This report consolidates the evidence base to help inform the range of work being undertaken to shift to and support Indigenous-led development and to enable it to thrive. The report goes through what the most relevant international and domestic evidence tells us about how to make community-driven development work, then summarises what Indigenous Australians continue to say will work for their families and communities together with what other stakeholders are saying.

Context

In his 2010 report the Aboriginal and Torres Strait Islander Social Justice Commissioner said that:

> *The recent history of the Fitzroy Valley reads as a 'how-to manual' for the development and implementation of a bottom-up project for social change. It is the story of a movement that engages with, rather than further marginalises, the local communities. These events demonstrate approaches to community crisis that encourage and build the positive, willing participation of the affected people.*
>
> *The principles emerging from the Fitzroy experience can inform the development and delivery of government services across the diversity of Aboriginal and Torres Strait Islander communities throughout Australia. If governments apply these principles they can shift from a service delivery paradigm to become enablers and facilitators of community-based agents of change.[10]*

In 2008, the Cape York Welfare Reform Trial, spearheaded by Noel Pearson, was established on the premise that the deterioration in social and economic conditions in Cape York communities has been brought about by passive welfare dependence and the erosion of individual responsibility as the unintended effects of well-meaning but misguided government welfare policies and service delivery.[11]

These are just two examples, among several over the past decade, that show the need for community-driven development. This is supported by the views of many Aboriginal and Torres Strait Islander leaders. Marcia Langton AM, in her 2012 Boyer Lectures said "Indigenous participation in education systems and the economy are the main pathways out of the miserable conditions that produce ongoing disadvantage and reduce Aboriginal capacity to enjoy their rights as first Australians and citizens of one of the richest nations on earth."[12] Olga Havnen, a respected Indigenous leader from the Northern Territory, in her 2012 Northern Territory Coordinator General's report reinforces the importance of Indigenous people being "engaged in the development of reforms that will affect them."[13]

Australian examples show what can happen when the community is in the driving seat. A good example of this is the Fitzroy Futures Forum in Western Australia where community members, supported by government and other key players, have been able to address the serious issue of alcohol in their own community. "The Fitzroy Futures Forum is a demonstrable example of community-driven development aspirations, as it is an engagement mechanism intended to be a vehicle for driving community interests."[14]

In 2013, the Empowered Communities proposition supported by Jawun Indigenous Corporate Partnerships is an example of an initiative that has received support for a design, based on Indigenous-led responsibility where Indigenous communities can opt-in to reformed administrative arrangements.[15] The new Australian Government's Policy for Indigenous Affairs includes its support for that initiative "to give more authority to local Indigenous leaders with a view to achieving the Closing the Gap targets more quickly."[16]

The Minister for Indigenous Affairs, the Hon. Senator Nigel Scullion, has stated that "a new relationship is needed...we need to ask communities where they think they should go" and, "my personal view is we need more flexibility and more options to meet the spectrum of the challenges."[17]

Background

In 2010 and 2011 two Indigenous Development forums hosted by Dr Jeff Harmer AO, the then Secretary of the former Department of Families, Housing, Community Services and Indigenous Affairs (FaHCSIA), were held. The aim of the forums was to share ideas about Indigenous development including examining how international approaches might support the delivery of programs and services in Indigenous communities. Indigenous leaders and International non-government organisations, including World Vision, were invited to participate in these discussions that were attended by representatives of agencies across the Australian Government.

Following the forums the dialogue continued between the CEO of World Vision Australia, the Rev. Tim Costello and the former FaHCSIA about how World Vision could best bring its international expertise to support the work of the Australian Government in working with Indigenous communities. In particular there was a shared view that to maximise return from investment across the Indigenous portfolio, there needed to be a shift from imposing solutions to enabling and facilitating community and individuals' decisions and solutions. There was a view that government and its relationship with Indigenous communities could *learn from the international development sector particularly in relation to the conditions and ways of working that have enabled communities to live their own lives and drive their own development.*

Rev. Costello met with the Australian Government's Secretaries Group for Indigenous Affairs and agreement was reached to establish an MOU to draw on.

The Australian Government (through the former Minister for Families, Community Services and Indigenous Affairs) and the former FaHCSIA (through the Secretary) and World Vision Australia (through the CEO) then signed a five year MOU (2012-2017). The MOU is a high level document to inform and examine development practice across the portfolio of Indigenous affairs and in particular to "engage the expertise of the domestic and international development sectors to provide advice on development administration."[18] A key purpose is to examine processes, systems, structures and capabilities necessary to facilitate and administer support for Indigenous community-driven development in Australia.

About World Vision

The value World Vision brings to this memorandum is its experience of administering development through a global network of almost 100 countries with a staff over 40,000 people. It is an experienced development agency with a proven track record of working with governments and communities both internationally and domestically, to bring about sustainable change for impoverished children and their families, not only economically but also more broadly in terms of capability and social participation.

Through its Australia Program, World Vision Australia has worked with Australian Indigenous communities since the mid-1970s, initially through leadership programs, and now through a role in facilitating communities to support development programming. World Vision Australia has firsthand experience of the unique development context of Indigenous communities and structural impediments that exist within the system of Indigenous Affairs and which can unintentionally work against community-driven development. World Vision has worked with Indigenous communities and organisations in the Northern Territory, Western Australia, Queensland and New South Wales on their development priorities.

Of particular importance to this memorandum is World Vision's expertise in administering development programs and systems within a large and complex institutional structure, and in partnering with governments to identify and progress the structural changes government must consider in building an enabling and accountability framework for a community-driven development.

[5] Fiona Stanley, "On the Ground: Key to Successful Policy Outcomes". *Griffith Review* 41, (2013), 200-210.

[6] FaHCSIA (Department of Families and Housing, Community Services and Indigenous Affairs), *Closing the Gap: Prime Minister's Report 2013,* (Canberra: FaCHSIA, 2013)

[7] SCRGSP (Steering Committee for the Review of Government Service Provision), *Overcoming Indigenous Disadvantage: Key Indicators 2011*. (Melbourne: Productivity Commission, 2005)

[8] The World Bank, "Community-Driven Development Overview", (Washington D.C: The World Bank Group, 2013). http://www.worldbank.org/en/topic/communitydrivendevelopment/overview

[9] Michael Limerick and Melissa Sutton, *Indigenous Development Effectiveness Initiative Report 1*, 48.

[10] Aboriginal and Torres Strait Islander Social Justice Commissioner, *Social Justice Report 2011.* (Sydney: Australian Human Rights Commission, 2011), 92.

[11] Limerick and Sutton, *Report 1: Desktop review of initiatives related to community-driven development,* 25.

[12] Marcia Langton, "Introduction". In *Boyer Lectures 2012- The Quiet Revolution: Indigenous people and the Resources Boom.* (Sydney: HarperCollinsPublishers).

[13] Olga Havnen, *Office of the Northern Territory Coordinator-General for Remote Services report : June 2011 to August 2012 / Northern Territory Coordinator General for Remote Services.* (Darwin: Office of the Coordinator-General for Remote Services, 2012), i.

[14] Limerick and Sutton, *Indigenous Development Effectiveness Initiative Report 1,* 15.

[15] Patricia Karvelas and Paul Kelly, " Tony Abbott to fund Noel Pearson gap plan". *The Australian*, August 24, 2013, http://www.theaustralian.com.au/national-affairs/election-2013/tony-abbott-to-fund-noel-pearson-gap-plan/story-fn9qr68y-1226703178613#

[16] The Coalition, *The Coalition's Policy for Indigenous Affairs.* (Canberra, 2013).

[17] Patricia Karvelas, "'Sit-down' welfare in the spotlight". *The Australian*, September 17, 2013. http://lpaweb-static.s3.amazonaws.com/Coalition%202013%20Election%20Policy%20%E2%80%93%20Indigenous%20-%20final.pdf

[18] *Memorandum of Understanding on Indigenous Development Effectiveness 2012-17*, December 2013

Section 2 - About the Indigenous Development Effectiveness Initiative (IDEI)

The overall goal of the IDEI is to enable a community-driven development approach to program design, planning and delivery to enable Indigenous people to achieve more sustainable well-being outcomes. It is about designing and recommending the types of systems required and conditions needed that are specific to a community to enable effective and adaptable Indigenous community-driven development to thrive.

Context

The IDEI is the first initiative to be progressed under the MOU. It is intended to be phased over a five year period commencing with the design. Central to the IDEI is the principle of Indigenous community-driven development. The design phase will address how and when this Initiative's decision-making power, responsibility, resources and authority is established to achieve Indigenous community-driven development.

Summary

Phase 1 of the IDEI is the high-level design. The Australian Government, through the former FaHCSIA provided funding for the design phase.

A Steering Committee for the IDEI design will comprise senior Indigenous leadership, Australian Government and World Vision Australia representation (the CEO). The Executive sponsors are the Deputy Secretary, Department of the Prime Minister and Cabinet (PM&C) and the General Manager Australia and Pacific Programs, World Vision.

Stage 1: Consolidating the evidence

This stage involves:

- Desktop review of international good practice case studies that highlight conditions for successful community-driven development that have applicability to the domestic context.
- Desktop review of domestic examples of community-driven initiatives and the learnings from these.
- Targeted engagement with Aboriginal and Torres Strait Islander people, government and non-government organisations (NGOs) to get advice about community-driven development and the challenges, strengths and opportunities.
- Consolidation of the evidence into a single report.

The evidence base culminates in this report, a living document highlighting common themes and potential challenges to community-driven development, which the next stage, the IDEI design, will aim to address.

Stage 2: High level collaborative design

The high-level design will be led by Aboriginal and Torres Strait Islander people in collaboration with technical expertise from the IDEI team, and with guidance and input from government and other expertise as required. It is intended that the IDEI will be implemented and tested in up to three demonstration sites across Australia over five years, following the collaborative design phase. This

will also include seeing how different conditions may be implemented, and adapted, in different communities.

These outcomes can be shared with other Indigenous communities interested in implementing community-driven development approaches as programs are established.

The high level design brief is intended to include:

- an evidence-based system and administrative framework that enables community-driven development to thrive
- a way to test and demonstrate results, including monitoring and evaluation of demonstration sites
- whole-of-government system change requirements
- Indigenous community-driven decision-making and accountability arrangements
- a plan for resourcing, set up and implementation
- risk management arrangements
- a plan for strengthening capability of local Indigenous community and regional organisations and government.

Team membership

The IDEI Steering Committee comprising senior Indigenous leadership and senior Australian Government and World Vision representation will lead the design. An IDEI design team has also been established to support the Steering Committee and undertake the technical work of evidence consolidation, engagement and participatory design. The team includes a secondee from the Australian Government, secondees from World Vision Australia and independent consultants. Team membership and brief biographies are included in the endnotes to this report.[19]

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[19] **The core IDEI design team is comprised of the following personnel and experience:**

Cordell Scaife (Manager) has worked for the last three years with World Vision Australia, most recently as an advisor in the Australia & Pacific Program on community development partnerships. He also has about 10 years of experience working for Aboriginal and Torres Strait Islander people and organisations as a lawyer, negotiator and mediator in legal services, land rights, native title and governance.

Ross Johnston (Senior Strategic Advisor) is a community development practitioner with over 20 years experience working with Aboriginal and Torres Strait Islander people especially in the areas of cultural land management and native title. He also spent about 10 years working in international development in developing countries for aid agencies and the UN.

Pauline Peel (Senior Strategic Advisor) brings experience as a senior public servant with responsibility for Aboriginal and Torres Strait Islander Affairs in Queensland and South Australia. She has worked closely with the Australian Government on strategic initiatives including the COAG Remote Service Delivery initiative. Pauline has formed networks and relationships with Aboriginal leaders, organisations and local councils having worked in urban and remote Aboriginal communities.

Graham Tardif (Technical Specialist) has more than twenty years experience leading large international programs in both long term development and humanitarian response. Most recently he was General Manager of the International Programs Group at World Vision Australia.*Can GT add a sentence about experience in program design and implementation?

Jodie Dennis (Coordinator) has been working in the public service since 1999. Within the context of Indigenous Affairs she has experience in policy development, program management and service delivery.

SECTION 3 – WHAT THE AUSTRALIAN EVIDENCE TELLS US ABOUT COMMUNITY-DRIVEN DEVELOPMENT APPROACHES

> *"People – our fellow citizens – need to be given the chance to take full control of their lives. Finally, it's absolutely vital that political risk aversion or administrative caution does not stand in the way of public and social innovation. There are occasions when we should 'just do it'. We need to explore our appetite for risk, trial new approaches by doing and carefully evaluate the results"*

> Dr Peter Shergold, *The Weekend Australian*, Saturday 1 June 2013[20]

Limerick and Associates were commissioned to identify and summarise selected initiatives related to community-driven development to contribute to the consolidated evidence base. Their full report is at **Appendix 1 – Domestic Review**.

Context

Community-driven development approaches in Australia

The domestic review by Limerick and Associates provides an overview of the changes in government policy and the impact that this has had on community-driven approaches over the last few decades in Australia. The era of self-determination and rights (1970's to the late 1990s) saw the devolution of programs and services to the Aboriginal and Torres Strait Islander community level.[21] The early 2000's saw a shift towards a focus on governance and financial standards and competitive tendering, which in turn has seen a move away from delivery by Aboriginal and Torres Strait Islander organisations to delivery by larger non-Indigenous NGOS and private providers, and the mainstreaming of government services.

Limerick and Associates' report notes the emergence of language around 'partnerships', 'shared responsibility' and 'mutual responsibility'. Initiatives such as the Council of Australian Governments (COAG) trials and more recently the National Partnership Agreement on Remote Service Delivery (RSD) have included principles concerning community engagement, participation and capacity building. However, Limerick states that these principles were subsidiary to the goals of "delivering extra

Case study 1: Fitzroy Future Forum (WA), 2000-present

The Fitzroy Futures Forum (FFF) is an innovative joint community-government partnership that brings together Indigenous people of the Fitzroy Valley, Indigenous organisations and service providers, the Derby-West Kimberley Shire, and state and government agencies.

- The FFF Governing Committee consists of a representative from each language group in the Fitzroy Valley (and an additional three people). It has become the main interface between the community and government.
- FFF is an engagement mechanism and vehicle for driving community interests. It can effectively engage with government agencies.

Outcomes:
- Assisting the government in understanding community needs.
- Working with government to develop responses to these needs including the construction of a school and hospital and the creation of a town plan, a community grants scheme, and an alcohol restriction plan.
- Facilitating research into Foetal Alcohol Spectrum Disorders)
- The FFF has positioned itself as a trusted and representative community governance structure. The range of issues it addresses has grown since 2000; it has developed a LIP under the RSD NPA initiative.

Case Study: Community-driven success

services, increasing efficiency and professionalism of service delivery and measuring outcomes in 'closing the gap'."[22] At the other end of the policy continuum are strategies such as Northern Territory Emergency Response (NTER), which represented targeted intervention of additional services and government controls over things such as welfare and pornography, but with little attention given to genuine community engagement.

However, Limerick notes that "it is possible to detect a swing in the pendulum back towards community-driven approaches in new Government Indigenous strategies and programs in the past years."[23] This includes the NSW OCHRE strategy launched in April 2013 which, as Limerick explains, has an "accountability framework that will embed a strong Aboriginal voice in design and delivery, improve coordination and oversight and ensure targets are meaningful and regularly and publicly reported". The NSW Ombudsmen's 2012 report on the implementation of the NSW Interagency Plan To Tackle Child Sexual Assault in Aboriginal Communities (NSW) (2007-present) recommends "[providing] better support to Aboriginal (and other community) leaders – particularly those in highly vulnerable communities – by funding non-government organisations with significant community development expertise, to work for, and in accordance with the instructions of Aboriginal and other community leaders."[24]

Most recently the Empowered Communities plan provides an example of the interest in Indigenous-led development. The plan was launched in August 2013 and has been put together by Indigenous leaders from eight remote, regional and urban communities across Australia, led by Noel Pearson. According to the media release about the proposal, it "would see a new interface between government and Indigenous communities, with a focus on supporting Indigenous authority and responsibility as a means of improving social norms and more quickly closing the gap between Indigenous and non-Indigenous Australians." Noel Pearson commented that, "the Indigenous people in organisations on the ground need government to work with us and for us as a matter of course. We need to empower local Indigenous leaders to create and drive these solutions…"[25] The Empowered Communities plan is designed to support Indigenous-led responsibility and requires the communities who opt in to commit to conditions including school attendance, participation in work, and addressing alcohol and drug offences.

In the Northern Territory, the Aboriginal Peak Organisations Northern Territory (APONT) has initiated the NT Aboriginal Governance and Management Program. It aims to strengthen the effectiveness of NT Aboriginal organisations and support good governance. In particular it reflects the key development principle of Indigenous people making decisions about their own futures. At the Strong Aboriginal Governance Summit in 2013, Central Lands Council (CLC) Director David Ross said:

"Governance is not just a matter of service delivery, organizational compliance, or management. It is about the self-determining ability and authority of clans, nations and communities to govern: to decide what you want for your future, to implement your own initiatives, and take responsibility for your decisions and actions."[26]

Summary

What can we learn?

Case studies in Limerick and Associates' report provide insights into what works in different approaches, as well as identifying the things that need to be addressed for community-driven approaches to be successful. For example, the importance of development being community-driven in order to best meet community priorities and be sustained over time is illustrated through their

review of a selection of case studies. The Fitzroy Futures Forum (Western Australia) established in 2000 is given as "a demonstrative example of community-driven development aspirations".[27] More recently it has been identified as one of the priority Remote Service Delivery locations under the National Partnership Agreement, which saw further strengthening of the initiative and is an example of governments building on what is working.

Limerick and Associates reported that successful Indigenous-initiated case studies "reinforce the fact that community-driven initiatives require a longer, more sustained effort than that afforded by rapidly changing government policy".[28]

One such example is the Ngaanyatjarra Pitjantjatjara Yankuntjatjara Women's Council (NPYWC). The NPYWC was formed in 1980 and takes a long term planning view with a flexible and holistic approach to service delivery of programs that "come from an identified need in the community, collaborative case work and community development."[29] Importantly, emphasis has been placed on good governance and building the capacity and capability of the organisation and its people. Limerick writes, "NPYWC is a real 'community' organisation with a local ethos and community purpose in working for change within its communities."[30]

Another example of an Indigenous-led approach is that undertaken by the Warlpiri and Education Training Trust and the Central Land Council.

> *Ownership is a factor in perceptions of benefit. Where people feel some level of ownership and control of the benefit, they are more likely to sustain engagement and build further development opportunities onto it. This underscores the importance of people understanding the decision-making processes that translate rent or royalty monies into activities with community benefit.[31]*

Other examples of initiatives that show the benefit of sustained effort are the Kowanyama Aboriginal Land and Natural Resource Management Office,[32] those run by the Telethon Institute for Child Health Research,[33] and Healthabitat.[34]

Limerick also notes that efforts to develop an integrated partnership approach, and to achieve whole-of-government coordination that is responsive to community needs, is important to community-driven development. This includes initiatives such as Meeting Challenges Making Choices (MCMC) in Queensland, Remote Service Delivery and the COAG trials. He speculates that these initiatives have been constrained by the fact that they "remain fundamentally driven by government", rather than being community-driven.[35]

The Cape York Welfare Reform (CYWR) program is an innovative example of a policy and program reform agenda that has been shaped largely outside of government, with consultation about the key aspects with the four participating communities of Aurukun, Hopevale, Coen and Mossman Gorge. Now in its fourth year, the aims of the trial are to rebuild social norms, restore Indigenous authority and increase engagement in the four trial communities. These aims inform the nature of the programs which includes the Family Responsibilities Commission (FRC), established as an independent Queensland Government Statutory Authority with the aim of restoring Indigenous authority and bringing about behavioural change through a combination of regulation, conferencing, referral and case monitoring. Progress against the goals can be seen in areas such as school attendance and assisting community members to better meet the needs of the families, as well as promising signs of a shift in behaviour that will lead to longer term, more sustainable outcomes.

The [conclusion of Limerick and Associates' report](#) draws the following key observations about the gaps in the domestic experience of community-driven development in Indigenous affairs:[36]

- the centrality of community-driven development principles in government initiatives has waned since the self-determination era gave way to a focus on 'Closing the Gap' through an overriding focus on targeted service delivery and rigorous performance measurement;

- in the past decade, any community-driven development aspirations of government initiatives have tended to be framed in terms of Indigenous people participating in service delivery through 'partnerships' and 'shared responsibility' arrangements with governments and service providers, rather than through community control of services or devolved decision-making authority;

- a commitment to community governance and leadership development has continued to be part of the language of government policy and programs, but the mechanisms and strategies to achieve this have been problematic in practice. In fact, outsourced government service delivery models and the dismantling of Indigenous representative structures have eroded Indigenous community governance and leadership capacity in the past decade, making community-driven development more difficult to achieve;

- genuine efforts to build community governance and Indigenous leadership are challenging for governments because they require a level of devolution and innovation that runs counter to the risk-averse nature of political and administrative systems;

- the past two years have seen some new government programs and strategies place a renewed emphasis on building community governance capacity and empowering Indigenous leadership in program design and delivery;

- the most enduring and sustained community-driven initiatives have been those initiated by Indigenous communities or non-government organisations in partnership with Indigenous communities, as they are less affected by the vagaries of government policy shifts and are more likely to afford adequate time for long-term capacity-building to occur;

- sustainable community-driven development initiatives tend to be holistic in nature, incorporating a suite of programs and interventions prioritised and designed by the community in response to community needs and aspirations, rather than programs operating in isolation and framed within bureaucratic organisational boundaries;

- the capacity of governments to facilitate community development and community-driven methods remains a strong inhibitor to successful implementation of programs and strategies that aspire to community-driven development objectives.

Government evaluations and reviews have a recurring theme; that the challenge is not just in the capacity of Indigenous communities to lead and manage development, but also in the capacity of governments themselves to facilitate effective community development processes. For example, in 2004, the House of Representatives Standing Committee on Aboriginal and Torres Strait Islander Affairs (HRSCATSIA) reported on an inquiry into capacity building and service delivery in Indigenous communities in a report entitled '*Many Ways Forward'*. The committee's terms of reference were to inquire and report on strategies to build the capacities regarding service delivery to Indigenous communities of (a) community members (b) Indigenous organisations and (c) government agencies. The committee found that the third term of reference, 'building the capacity of government agencies', was "the area in which the most significant effort was needed in order to facilitate capacity-building in Indigenous organisations and communities"[37], so it presented its reports and recommendations in reverse order. The report states that "The Committee strongly believes that the lack of government

agency capacity is a significant factor in the continued disadvantage of Aboriginal and Torres Strait Islander people."[38]

The Coordinator General for Remote Indigenous Service Delivery has consistently commented in his reports about the importance of community development approaches in remote Indigenous communities. He "[recognises] that the relevant literature and practice experience from both international development and domestic settings provide strong evidence that a community development approach can directly contribute to improvements in life outcomes for Indigenous peoples"[39]. He also identifies "local participation in the design, delivery and management of programs and services; leadership and skill development of community members; and building social capital through strong networks of local groups, non-government organisations and community associations."[40]

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[20] Patricia Karvelas, "My 20 Years of failure to Close the Gap: Peter Shergold". *The Weekend Australian*, June 1, 2013. http://www.theaustralian.com.au/national-affairs/my-20-years-of-failure-to-close-gap-shergold/story-fn59niix-1226654821728#

[21] Limerick and Sutton, *Report 1: Desktop review of initiatives related to community-driven development,* 46.

[22] Limerick and Sutton, *Report 1: Desktop review of initiatives related to community-driven development,* 46-7.

[23] Limerick and Sutton, *Report 1: Desktop review of initiatives related to community-driven development,* 48.

[24] NSW Ombudsman, *Responding to Child Sexual Assault in Aboriginal Communities: A report under Part 6A of the Community Services (Complaints, Reviews and Monitoring) Act 1993.* (Sydney: Crown Copyright, 2012), 51.

[25] "Indigenous Leaders launch plan to transform Indigenous policy", Empowered Communities press release, Wednesday August 28, 2013, on the Empowered Communities blog. *http://empoweredcomms.wordpress.com/news-and-links/,* 1.

[26] Aboriginal Peak Organisations Northern Territory Strong Aboriginal Governance Report May 2013

[27] Limerick and Sutton, *Report 1: Desktop review of initiatives related to community-driven development,* 15.

[28] Limerick and Sutton, *Report 1: Desktop review of initiatives related to community-driven development,* 49.

[29] Limerick and Sutton, *Report 1: Desktop review of initiatives related to community-driven development,* 36.

[30] Limerick and Sutton, *Report 1: Desktop review of initiatives related to community-driven development,* 39.

[31] Danielle Campbell and Janet Hunt, "Achieving Broader Benefits from Indigenous Land Use Agreements: Community Development in Central Australia". *Community Development Journal* 48, 2 (April 2013), 197.

[32] Limerick and Sutton, *Report 1: Desktop review of initiatives related to community-driven development,* 38.

[33] Limerick and Sutton, *Report 1: Desktop review of initiatives related to community-driven development,* 44.

[34] Limerick and Sutton, *Report 1: Desktop review of initiatives related to community-driven development,* 46.

[35] Limerick and Sutton, *Report 1: Desktop review of initiatives related to community-driven development,* 49.

[36] Limerick and Sutton, *Report 1: Desktop review of initiatives related to community-driven development,* 52.

[37] HRSCATSIA (House of Representatives Standing Committee on Aboriginal and Torres Strait Islander Affairs), *Many Ways Forward: Report of the inquiry into capacity building and service delivery in Indigenous communities,* (Canberra: Parliament of the Commonwealth of Australia, 2004), 3.

[38] HRSCATSIA, *Many Ways Forward*, 17.

[39] Coordinator General for Remote Indigenous Services, *Six Monthly Report: April 2012 to September 2012.* (Canberra: Office of the Coordinator General for Remote Indigenous Services, 2012), 62.

[40] Coordinator General for Remote Indigenous Services, *Six Monthly Report: April 2012 to September 2012.* 62.

Section 4 – What the stakeholders told us about community-driven development

In building this evidence base, targeted engagement was undertaken with Aboriginal people, government and non-government organisations with expertise and practical experience of community development.

This section summarises what stakeholders told us and includes first-hand input from Indigenous leaders and other representatives. A summary of comments is included at the end of this section.

The focus of the engagement with stakeholders was to elicit views and ideas about how to enable Indigenous-led development, to inform the evidence-gathering phase. Communication with senior Indigenous leaders via letters and one-to-one discussions was also undertaken by World Vision Australia and the Australian Government in April 2013, when the MOU was released on the former FaHCSIA and World Vision Australia websites.

Account was also taken of the considerable number of reports that include feedback and submissions from Aboriginal and Torres Strait Islander people and their communities, and other stakeholders, over many years that highlighted issues relevant to the IDEI. For example, in the NSW Government's OCHRE strategy involving around 2,700 people[41], the need for community participation in decision making emerged as a key theme. This is consistent with the findings in the domestic case studies and international good practice reviews.

Context

What was the purpose of engagement during the evidence-gathering phase?

Engagement to date with key stakeholders has laid the foundations for ongoing engagement on the IDEI design, and of more specific arrangements to support a development approach. This engagement has been integral to:

- inform and build understanding about the MOU among key stakeholder groups
- inform the IDEI team's understanding of the key impediments to community-driven development and the opportunities that could be built on
- better understand what has worked and what has not worked
- build relationships to support collaboration on design of the IDEI.

The scope of work of the participatory design phase will include gaining a better understanding of a wider range of interests and suggestions on how community-driven development may work in the Indigenous community contexts.

Who was engaged?

Targeted engagement through a series of conversations was held with key stakeholders who possess knowledge, expertise and interest in community-driven development. Decisions about who to speak to were based on advice from senior Indigenous leaders and government, particularly in relation to community-driven development related initiatives. Up to this point, practical engagement has largely been with a select number of Aboriginal people from remote and regional areas. We acknowledge that, as the IDEI progresses, further engagement is necessary with Aboriginal and Torres Strait Islander people in urban areas, and with Torres Strait Islander peoples.

Targeted engagement has involved engagement across three sectors:

- **Aboriginal people** - Aboriginal people who are the heads of their organisations, highly respected Aboriginal consultants, Aboriginal community leaders and staff who work in remote and regional communities and Aboriginal public servants representing government, NGOs and communities in four states and territories.

- **Government, including:**
  - Australian Government public servants from across five Australian government agencies and a statutory authority. They include public servants with policy (national and state), operational (national and state) and on the ground experience. They represent a cross section of executive and non-executive staff, and included public servants from two state and territory jurisdictions.
  - Presentations were made to the Coordinator General Remote Indigenous Service Delivery national network meeting and the former FaHCSIA state managers forum.

- **Non-government organisations and others, including:**
  - International development agencies familiar with the Aboriginal and Torres Strait Islander context.
  - Others, including academics with experience in the area and consultants with related experience.

The people contacted during this first phase of the IDEI have been generous with their time and ideas. Understandably, there have been some strong views concerning the effectiveness of current systems and it has been important to allow people to express these without fear of consequences.

What were people engaged about?

At the outset of the discussions the stakeholders were informed about the MOU and the IDEI and, in particular, that community-driven development is the premise of the IDEI.

When talking to stakeholders the following key areas were pursued:

1. *Community-driven development – what it means to people*
2. *What it will take to achieve community-driven development*
3. *Strengths and opportunities that can be built on*

Summary

What did people say?

Some consistent themes emerged from across the target stakeholder groups, including:

- Indigenous people want to control their futures – they will continue to say this but also recognise that they will need to build their capability to do so.
- There are environmental conditions that will need to be addressed in order to support community-driven development such as alcohol, welfare dependency, passive acceptance of service delivery and over servicing.
- Communities, Indigenous organisations, NGOs and Government all need to address their capacity needs and develop ways of building a higher level of knowledge and capability across all sectors.

- Engagement with Indigenous people (with some exceptions) is poor and needs to be addressed.
- Accountability and compliance arrangements will need to be addressed by communities and governments so that they support not impede community-driven development.
- Place-based approaches to Aboriginal community development need to be reinforced using an evidence base and effective monitoring and impact measurement.
- There is a need to learn from and build on existing initiatives.
- Government, NGO and other agencies are currently working in silos to the detriment of Aboriginal development.
- All stakeholders shared a concern about achieving value for money and wanted to see the involvement of central government agencies such as the Department of Finance.

Following is a summary of the responses from across the three sectors about the key areas

Community-driven development - what it means to people

From engagement to date, most people across all sectors have a reasonably consistent understanding of what community-driven development means: it is a ground-up approach to development which allows the space for Aboriginal communities and their representative organisations to devise, plan, implement and manage (including monitoring and evaluation) programs which they deem relevant to their particular needs.

Most people were also in agreement about their understanding of this approach, however It was often commented that the approach is understood, but hard to make work when governments are more inclined towards intervention and ensuring compliance. Conversely, a number of Government representatives said while they understood the principles of community-driven development, it had been tried in the past without success, and this lack of success was mostly attributed to a lack of capacity on the part of both Aboriginal communities and in some cases public servants, together with a lack of appropriate arrangements to support community development principles. A few of the NGO representatives also commented that lack of capacity to truly understand what it takes to deliver on community-driven development has resulted in disappointing outcomes.

A senior Indigenous leader made the following observations:
- The operating environment in government has to change – the role of government as 'doer' must to change to that of 'enabler'.
- There must be a serious look at government expenditure – start with the community/region and the funds that go into it – then add the administrative component.
- Focusing on individuals alone does not work – there must be a future focus on building the capability of groups for example Indigenous regional organisations and the development of practical skills within these organisations to increase their effectiveness.
- There must be a greater focus on research and advocacy re Indigenous development; there is no national institute of community development and there is a need for one to bring all research and development focus under one roof.
- Central agencies such as Finance and Treasury must play a key role in implementation.
- The presentation of processes and systems that are based on cost effectiveness and efficiency are the most persuasive in gaining the support of Treasury and Finance.

It has been suggested by some Aboriginal controlled organisations that the Government's lack of support for keeping people on their traditional lands in small communities is a barrier to community-driven development and has contributed to widening the gap.

What people think it will take to achieve community-driven development

The need for change to a way of working that is community-driven has been cited by many people as the foundation for achieving more effective outcomes. The IDEI team has been told by a number of people to be bold about saying that the current system is not delivering the desired results. These comments have included that "if something is not working then stop doing it".

All agreed that it will be necessary to build capability and capacity across Aboriginal and Torres Strait Islander communities and organisations, governments and NGOs to enable full participation in community-driven approaches. It was also acknowledged that there would need to be changes in the arrangements in communities and governments including, for example, funding arrangements and accountability. It was a common understanding that environment issues such as alcohol and substance abuse and "passive acceptance" of service delivery would need to be addressed and these would vary by community.

> "At the Telethon Institute for Child Health Research we responded by making a commitment to employing and training as many First Nations researchers as we could, with the aim of giving the Aboriginal research agenda to them.
>
> **Ted Wilkes put it simply: 'Who knows and cares most about Aboriginal health? We do. So give us the funding and the knowledge and partner with us to enable us to be responsible for our own health and wellbeing.'**
>
> It was clear he understood the social determinants of health better than anyone, so we concentrated on changing the culture within the Institute to enable Aboriginal leadership to grow".
>
> Stanley, F., 2013. On the Ground: Key to Successful Policy Outcomes. *Griffith Review,* Volume 41, p.204

There is a high level of cynicism amongst some Aboriginal people about the real outcomes of 'Closing the Gap', with a number of people the IDEI team contacted in the health sector, both Government and non-Government, saying that the gap is in fact widening in some areas. While there can be many interpretations of this, it remains that many poor outcomes can overshadow the successes of Government policy.

To date it can be summarised from many comments across all sectors that to facilitate increases in wellbeing outcomes for Indigenous people, the Government has to step back and make the space for Indigenous people and their organisations to plan and devise programs themselves with support in terms of funding and technical expertise from both the Government and non-Government sectors.

A non-Government representative related that success in making community-driven development work is firmly based on the establishment of long-term trusting relationships between organisations supporting Aboriginal communities and the leaders in those communities.

Strengths and opportunities that can be built on

One of the most consistent strengths indicated by many Indigenous people is their determination to improve their wellbeing outcomes; this is linked to an understanding that constantly talking about problems achieves little. The IDEI team encountered a strong desire for an understanding that there are opportunities to be built upon, but that conditions have to be right to accommodate this.

While there are some questions about the effectiveness of existing and previous trials and processes in Australia (such as the COAG Trials and Remote Service Delivery efforts), these have provided the Government and Aboriginal people and organisations with valuable information about what works and what can be built upon, including to enable more community-driven development approaches

For example, Fitzroy Crossing was identified by many stakeholders from different sectors as a good example of alignment of community, local organisations and government working over time to address community identified priorities. The Aboriginal Controlled health services were also given as good examples of community led programs with government as the supporter/enabler and the health services as the implementer in accordance with Aboriginal health needs and control.

Another frequently mentioned community-driven initiative with government support is the Working on Country program, described here in Case Study 2.

> ### Case Study 2: Caring for our Country/Working on Country Program (Department of Environment)
>
> A significant Northern Territory example of a community-driven initiative is the Indigenous Protected Area (IPA) managed by the Dhimurru Land Management Aboriginal Corporation. Traditional Owners direct land management and approve access to their lands via a permit system. The Corporation looks after the day to day running of the IPA, making sure things are done in a way that reflects Yolngu cultural values.
>
> **Outcome:**
> The CEO of a remote based Aboriginal organisation described the positive effects of the ranger program saying; "ranger's programs are changing the pattern of drinking habits of young men and women".
>
> **Case Study – Community-driven success.**

A summary of stakeholder views:

Aboriginal people

In talking to Aboriginal people to date some key themes have emerged. More concrete ideas will be explored during the participatory design stage of the IDEI. These themes include:

Indigenous people want to control their futures – they will continue to say this but also recognise that they will need to build the capability to do so.	• Communities, Indigenous organisations, NGOs and Government all need to address their capacity needs and develop ways of building a higher level of capability across all sectors to support community-driven program initiatives. • Alcohol and substance abuse is cited by many Aboriginal people as the number one problem to be addressed to improve Aboriginal wellbeing. Others mentioned "passive acceptance" of service delivery as another factor to be addressed.
There are exceptional examples of community-driven projects in Australia	• These examples should be celebrated and acknowledged for what they can teach us about areas and programs which are struggling to make progress, or used to produce positive outcomes for people. Some current initiatives could be built on for the future. • It is very important to learn from existing initiatives, such as Indigenous controlled health services, and where regional approaches have occurred, such as Fitzroy Crossing Future Forums and Tennant Creek Thirsty Thursdays.

The way government agencies work together needs improvement	• Government, NGOs and other agencies are currently working in silos to the detriment of Aboriginal development. • Over-servicing in some Aboriginal communities has resulted in a decrease in program effectiveness. • Time is an important factor in supporting community-driven approaches – Governments have not been tolerant of this in the past and the many changes that occur year by year detract from successful outcomes. • To many people engagement is still considered to be token and inadequate.
Lack of effectiveness in program delivery across all sectors (with the exception of some Aboriginal community controlled organisations)	• In program delivery, one size does not fit all e.g. employment programs may assume people are within the workforce, yet this often isn't the case. • Accountability and compliance in Aboriginal programs has not worked to its full potential and needs serious assessment and adjustment. • Place based approaches to Aboriginal community development need to be reinforced using an evidence base and effective monitoring and impact measurement. • INGOs working in Aboriginal development experience some success but also experience the same problems and frustrations as Government. • There are major concerns over the value for money in Government driven Aboriginal programs. More involvement from both Finance and Treasury is advised by a number of Aboriginal leaders.

Government

There is a wide range of views amongst Government agency officials who provided input to the IDEI team. Generally, with those who have been involved in the IDEI discussions from the Australian Government agencies, a good understanding of what constitutes community-driven development is evident; however there is less consistency about its value and effectiveness. Comments such as the 'Government has no appetite for community development' or 'it didn't work during the self-determination era in Indigenous affairs' indicates that some in Government lack belief that the government can embrace a community development approach. However, there was also strong support from many and an understanding that changes are required to the current arrangements and capability in communities, organisations and government to enable community-driven development. Some of the views expressed include:

Supporting Aboriginal and Torres Strait Islander communities and organisations to build capacity will be important to enabling them to take control of their own affairs.	• Public servants have identified that a lack of administrative capacity in many communities seriously limit a community's ability to benefit from community programs. Equally some public servants have recognised that a lack of capacity among their own ranks limits progress in community development. • There is, however, widespread recognition that joint action plans and shared outcomes through effective cooperation of Government agencies will benefit community advancement. • There were comments about the need to address environmental factors such as alcohol and substance abuse, welfare dependency etc to enable to the community to move forward. • There were some comments that it is hoped that the approach won't be a case of government "fixing" the problem.

The fiscal, policy and accountability environment between the 3 levels of Government does not engender cohesion and is a constant challenge.	• Regular changes in Government or shifts in Government policy have not given new approaches to the delivery of community services a chance to succeed. • Some public servants say that the Government has not changed its approach in 30 years. Others disagree and say that changes have been tried in the past 30 years, however these have not produced good results for Indigenous people. There were comments that the Government has lost patience with working at a community development pace. • 'Turf wars' between some Government agencies and across levels of government have done nothing to benefit community advancement. • There have been consistent comments about the fact there has been a high level of fraud and maladministration within some organisations which often has more to do with individuals than organisations as a whole, however the fact remains that there is a low level of trust that goes with funding these organisations. There were some comments about two-way accountability and the need to consider what this means operationally for communities, organisations and governments.
More evaluation and monitoring is required that meaningfully involves Aboriginal people in communities where programs are delivered.	• Most public servants are of the consistent view that Government has to work more closely alongside Aboriginal communities to help them deal with conflicts, build capacity and better understand systems that have been devised to assist them. • There is a fairly widely held view among public servants that system change to community-driven programs is difficult, partly because there is no adequate definition or understanding of what constitutes sound community-driven development and how to operationalise it. They wonder what is the appropriate policy framework from which to base system change? A number of comments regarding an appropriate policy framework related to how a community-driven approach could match with a 'welfare system' that services the disadvantaged.
Evidence based approaches to development are essential to community advancement no matter what the policy framework might be.	• There is a need to learn from and build on initiatives where elements of community-driven development have been attempted e.g. the RSD, COAG trials etc. Fitzroy Crossing and the various Ranger's programs were given consistently as successful community-driven initiatives. • There are positive comments about the OCHRE Strategy in NSW, especially in relation to trialling the devolution of funds to community led organisations and developing benchmarks for 'community readiness'. • There were a number of comments about taking a strengths based approach and investing in success rather than the existing "deficit" based, investing in failure approach. • There was general concern about the return being received on the investment in Aboriginal and Torres Strait Islander affairs and to consider the cost benefit of different approaches.

Non-Government organisations

Long term relationships of trust	• Long-term relationships between development practitioners and local community leaders, members and organisations was cited as the most valued factor by local communities among a range of success factors. • Relationships need to start on a level playing field so, agencies can accompanies Aboriginal organisations to support and strengthen their work.

	• Strengthening capability of local community members and organisations to do monitoring and evaluation and participate strongly in baseline work is an important investment feature positive impact of programs.
Poor engagement practice is common	• The way that government and some organisations go about their engagement with Aboriginal communities is rarely ideal and often very poor. • Unnecessary and duplicitous reporting by communities to donor agencies including NGOs.

Well known commentators, senior academics and consultants with experience working in the field of Indigenous affairs support many of the views expressed to date by Aboriginal leaders and Government representatives. Similarities between Indigenous development and other areas of social policy have been suggested; perhaps areas such as disabilities and aged care would also benefit from community-driven approaches to development.

Current systems for the delivery of community services are seen by some to be inefficient, wasteful and often unrealistic. Cooperative partnerships between participating agencies (Government and non-government) and communities are seen as important to increasing the effectiveness of community-driven development. It was noted that participants need to adapt to each other's roles and responsibilities to ensure better outcomes. Some commentators also wonder if the IDEI project will be able to advance the idea of community-driven development or whether it will become like other processes where it is hard to see significant changes to policy as a result. There were other comments that part of the reason that previous initiatives have failed to deliver "joined, integrated, holistic services" has been the lack of opportunities in communities. It is hoped that realistic consideration will be given to the economic futures of communities.

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[41] Limerick and Sutton, *Report 1: Desktop review of initiatives related to community-driven development,* 36.

SECTION 5: WHAT INTERNATIONAL EVIDENCE TELLS US ABOUT THE SUCCESS FACTORS OF COMMUNITY-DRIVEN APPROACHES

International experience tells us that outcomes are enhanced when communities are supported to drive their own outcomes. The IDEI is premised on an Indigenous led development approach. For this purpose the focus of the International evidence base has been targeted at understanding what might be the key elements of successful community-driven approaches and ways of working.

The evidence draws on World Vision's learnings from its long experience in working in almost 100 countries together with a desktop review (see **Appendix 2**) of a selection of international projects characterised by a community-driven approach. The case studies were chosen because their experience is most relevant for the Australian context and can be used as a resource for discussion and learning during the design phase of the IDEI.

Context

It is recognised that all contexts are unique, so the balance and organisation of conditions to support community-driven development will differ from country to country, and from community to community. In Australia's Indigenous communities the recognition and respect for Aboriginal and Torres Strait Islander culture, law and language will be critical.

Summary

Learnings about the key conditions

> **Case study 3: Miawpukek First Nation (MFN) Grants Agreement and the National Funding Model (Canada).**
>
> The **national funding model** was created to provide a **decision-making and funding framework** that placed ownership of planning for first nation communities into their own hands.
>
> - It allows First Nations people to have control over the design and implementation of multiple development programs with some degree of funding flexibility.
> - Block grants are across multiple programs and forms part of the community's broader plan for development. Funds may be transferred between streams without approval from government.
> - A single government department, the Aboriginal and Northern Affairs Department Canada (AANDC), acts as a facilitator between other government departments to streamline the process.
> - Agreements ensure that rigorous financial accountability is maintained.
>
> **Outcomes:**
>
> The evaluation of the performance of MFN presents a strong endorsement of community-driven approach with key indicators around land management, K-12 and post-secondary education retention, job creation, housing, governance and economic development all demonstrating positive outcomes.
>
> **Case study – community-driven success.**

World Vision takes a continuous improvement approach to its field work and the outcomes being achieved. As part of this report, a review was undertaken of World Vision's own systems and approaches, drawn from 60 years of experience in international development. The purpose was to distil key learnings about how World Vision has adapted its systems to more effectively support the way development actually occurs in communities. The review identified five **structural conditions** required for successful community-driven development. These, combined with **five operational conditions** that are common to successful international community-driven programs, provide a guide to a holistic system that the evidence shows can support community-driven development.

The approach taken in the World Vision review acknowledged that development in communities is not achieved through the efforts of disconnected projects, but through the complex interaction of many sectors and activities undertaken by many actors. Successful development requires a wide-ranging, integrated approach, supported by flexible systems and incorporating the work of all stakeholders across the community system.

The five *structural* elements that are derived from the World Vision system and are being considered during the participatory design of the IDEI are:

- **Community-driven** – Indigenous communities can devise their own community development plans and programs and possess the power, responsibility, resources and authority to lead them. Communities will determine what sort of programs, projects and inputs they need and make it clear to government and other partners that they must support and align with those programs.

- **Whole of Portfolio** - Change in community outcomes is not achieved or measured through one successful project, or through a program of successful projects, but through the sustained success of an integrated portfolio of projects over time. Programs and projects should be fully integrated, not comprised of independent programs and projects.

- **Integrated partnerships** – Everyone doing something in a community, from citizens and organisations, to businesses, agencies, government and non-government organisations, should be part of an integrated community led approach. All partners commit to working in partnership to avoid duplication and a fragmented operational response made up of multiple, disconnected projects.

- **Systems to support the approach** – Systems (including funding and procurement) are designed to support community identified outcomes rather than achieve upward accountability. Funds are committed to support a realistic portfolio (and its administrative costs) over the lifespan of the community's development plan (strategy) rather than individual, independent projects.

- **End-to-end alignment** – There is alignment from funders to community on the goals, expectations, governance, approaches and outcomes of the program portfolio (which are set by the community at the local level).

The international case studies in the desktop review[42] (**Appendix 2**) highlight *operational* conditions required to complement the *structural* elements. These are:

- To build the capacity of communities to vision, plan, manage and collaborate.

- Devolve government decision-making to levels as close as practicable to communities, so that localised government and community organisations can build genuine partnerships for development. Expectations, goals and objectives are aligned through each tier of government.

- Develop centralised Program Support Functions (PSF) separate from community and government that act as facilitating/program quality mechanisms. They monitor community and government capacity, monitor program progress, form strategies to address gaps, assist in community planning as needed, and manage program funds in trust. The PSF acts as a conduit, facilitating constructive communication between all stakeholders.

- Provide a single point of contact for government at community level. This could be the leadership of a devolved government body, an added role of the PSF, or a representative government ministry, depending on the program framework.

- Build the capacity of governments, service-providers, NGOs and other non-community actors to partner with communities in a manner that is integrated and culturally aware.

It is the combination of the structural and operational elements that provide the basis of a holistic system for Indigenous led development. They pick up on key themes emerging from the report by Limerick and Associates and engagement to date with key stakeholders.

International experience of elements that contribute to enhancing outcomes for Indigenous people have been previously referred to in reviews and evaluations of Indigenous policy as relevant to the Australian context. For example, in their synopsis review of the COAG trials, Morgan and Disney note that there are recurring themes in Australian Government statements and publications on whole of government practice that "feature significantly in other work on partnerships and integration around the world"[43]. These themes are: "the importance of leadership and collegiality; flexibility and culture change and the need for processes and mechanisms for decision making and or coordination at each systemic level."[44]

The Australian National Audit Office (ANAO) in their Audit Report no. 26 on Capacity Development for Indigenous Service Delivery make the following comment about what international development says about capacity building: "International development experience suggests that the most successful capacity development approaches are systematic with a long-term outlook, flexible and suited to the circumstances or context, and address capacity at multiple levels."[45]

International case studies of success

The international case studies draw attention to the key conditions of success. For example, the Canadian case study of the Miawpukek First Nation people is an example of where a **national funding model** was created to provide a **decision making and funding framework** that placed ownership of planning

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Case Study 4: Program Nasional Pemberdauaan Masyarakat (PNPM): Indonesia

The PNPM is described as the largest community based poverty alleviation program in the world, covering every urban and rural district and subdistrict in Indonesia. It uses a **community-driven development approach, providing block grants to local communities to finance local development priorities.** The role of the PNPM is to provide a platform for local communities to develop programs of work appropriate to their own context.

- The critical lynchpin is the Program Support Function (PSF) that provides high-quality, coordinated, technical assistance, planning advice and dialogue, as well as targeted financial assistance to the government in its management of the PNPM.

- The PSF acts as a facilitator, connecting central legislatures with local communities; ensures community capacity is developed and that their submissions are appropriate and of a high standard. It advocates on behalf of communities (through government capacity building) to ensure the government makes decisions according to the priorities of those communities.

Outcomes:
- The World Bank evaluation (2011) identified a decrease in malnutrition rates as the main long term impact.

- **A key reason for success has been attributed to the coordination role of the PSF in assisting** communities realise their aspirations through funding, capacity building and connecting with government.

Case study – community-driven success.

for first nation communities into their own hands showing in key indicators such as education and land management etc.[46]

The Program Nasional Pemberdauaan Masvarakat (PNPM) in Indonesia uses a **community-driven approach**, providing **block grants** to local communities to finance local development priorities. The World Bank evaluation (2011)[47] found improved outcomes in malnutrition rates, with a key reason for the success attributed to the coordination role of the Program Support Function in assisting communities to realise their aspirations.

In Uganda the Citizen Voice and Action (CVA) has worked to support community-driven approaches with communities in the emerging stage of development. This approach is characterized by collaboration and dialogue between service users, government and providers, with the users empowered to seek accountability for service delivery and governments held accountable against their own standards. As capacity increases, the users are able to design models appropriate to meet their needs.[48]

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[42] Graham Tardif, *Indigenous Development Effectiveness Initiative (IDEI) - Desktop Review of selected international community-driven initiatives relevant to the Australian context, (*Melbourne: World Vision Australia, 2013).

[43] Morgan Disney and Associates, *Synopsis Review of the COAG Trial Evaluations: Report to the Office of Indigenous Policy Coordination.* (Canberra: Morgan Disney and Associates, 2006), 47.

[44] Morgan Disney and Associates, *Synopsis Review of the COAG Trial Evaluations,* 47.

[45] Australian National Audit Office, 2012. *ANAO Audit Report No.26 2011–1*, 17.

[46] Tardif, *Indigenous Development Effectiveness Initiative (IDEI) - Desktop Review of selected international community-driven initiatives relevant to the Australian context*, 5.

[47] The World Bank, *Indonesia's PNPM Generasi Program: Final Impact Evaluation Report, (*Jakarta: The World Bank, 2011).
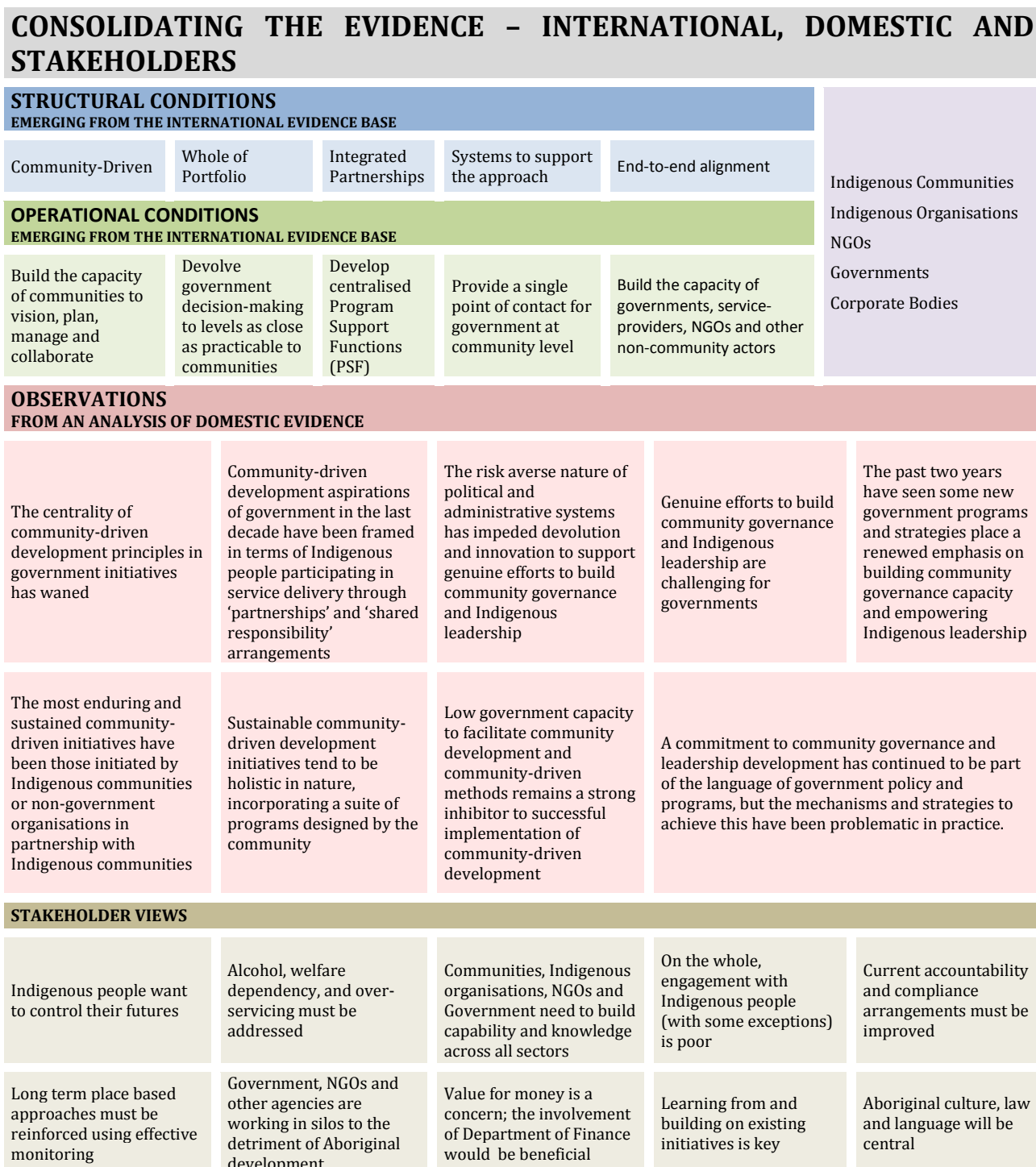
[48] Tardif, *Indigenous Development Effectiveness Initiative (IDEI) - Desktop Review of selected international community-driven initiatives relevant to the Australian context*, 15.

SECTION 6 – CONSOLIDATION OF THE KEY THEMES

The diagram below illustrates strong alignment between the observations in the domestic evidence base - including the Limerick and Associates report and stakeholder views - with the conditions needed for successful community-driven development identified by the examples in the international evidence base.

CONSOLIDATING THE EVIDENCE – INTERNATIONAL, DOMESTIC AND STAKEHOLDERS

STRUCTURAL CONDITIONS
EMERGING FROM THE INTERNATIONAL EVIDENCE BASE

Community-Driven	Whole of Portfolio	Integrated Partnerships	Systems to support the approach	End-to-end alignment	Indigenous Communities

OPERATIONAL CONDITIONS
EMERGING FROM THE INTERNATIONAL EVIDENCE BASE

Build the capacity of communities to vision, plan, manage and collaborate	Devolve government decision-making to levels as close as practicable to communities	Develop centralised Program Support Functions (PSF)	Provide a single point of contact for government at community level	Build the capacity of governments, service-providers, NGOs and other non-community actors	Indigenous Organisations NGOs Governments Corporate Bodies

OBSERVATIONS
FROM AN ANALYSIS OF DOMESTIC EVIDENCE

The centrality of community-driven development principles in government initiatives has waned	Community-driven development aspirations of government in the last decade have been framed in terms of Indigenous people participating in service delivery through 'partnerships' and 'shared responsibility' arrangements	The risk averse nature of political and administrative systems has impeded devolution and innovation to support genuine efforts to build community governance and Indigenous leadership	Genuine efforts to build community governance and Indigenous leadership are challenging for governments	The past two years have seen some new government programs and strategies place a renewed emphasis on building community governance capacity and empowering Indigenous leadership
The most enduring and sustained community-driven initiatives have been those initiated by Indigenous communities or non-government organisations in partnership with Indigenous communities	Sustainable community-driven development initiatives tend to be holistic in nature, incorporating a suite of programs designed by the community	Low government capacity to facilitate community development and community-driven methods remains a strong inhibitor to successful implementation of community-driven development	A commitment to community governance and leadership development has continued to be part of the language of government policy and programs, but the mechanisms and strategies to achieve this have been problematic in practice.	

STAKEHOLDER VIEWS

Indigenous people want to control their futures	Alcohol, welfare dependency, and over-servicing must be addressed	Communities, Indigenous organisations, NGOs and Government need to build capability and knowledge across all sectors	On the whole, engagement with Indigenous people (with some exceptions) is poor	Current accountability and compliance arrangements must be improved
Long term place based approaches must be reinforced using effective monitoring	Government, NGOs and other agencies are working in silos to the detriment of Aboriginal development	Value for money is a concern; the involvement of Department of Finance would be beneficial	Learning from and building on existing initiatives is key	Aboriginal culture, law and language will be central

*The observations described above are detailed further in **Appendix 1** (the Limerick and Associates report) and in **Section 4** on what stakeholders told us about community-driven development.*

Context

The Limerick and Associates report[49] highlights strong synergies between the themes and observations within the domestic case studies and the conditions that are identified as being required for genuine community-driven development to thrive, including:

- The importance of development being **community-driven** in order to best meet community (as opposed to government) priorities and in order to be sustained over a period of time longer than government policy and funding cycles is illustrated in several of the case studies.

- The enhanced sustainability of a **whole of portfolio** approach featuring a holistic suite of integrated projects, as opposed to a fragmented and isolated program-focused approach, is particularly evident in the case studies of successful Indigenous-initiated development.

- **Integrated partnerships** involving the complementary efforts of multiple, diverse stakeholders at the community level are a recurring design feature in new programs and strategies for Indigenous affairs, and are particularly important to governments in their efforts to achieve whole-of-government coordination that is responsive to community needs.

- The absence of **systems to support a community-driven approach** has been frequently highlighted in evaluations of government initiatives in explaining poor outcomes in community engagement and participation – commonly cited system issues include:

    - lack of skills or cultural sensitivity of government staff to effectively engage Indigenous communities

    - inadequate timeframes for community capacity building

    - funding cycles that do not permit long-term planning; inflexible funding frameworks that curtail community initiative

    - unreasonably burdensome compliance requirements

    - reporting frameworks that elevate outputs over capacity-building outcomes

    - competitive funding processes that favour large NGOs over community organisations and deter service providers from working collaboratively.

- The disjuncture or tension in some of the case studies between government expectations and objectives (often framed in terms of managerial considerations of outputs and cost effectiveness) and community goals and expectations around capacity-building, participation and community control demonstrates that achieving **end-to-end alignment** remains a major challenge for many Indigenous development initiatives.

Summary

Whilst still to be considered by Aboriginal and Torres Strait Islander people during the Indigenous-led collaborative design of the IDEI, the diagram above shows that the conditions being put forward to enable effective community-driven development in Australian Indigenous communities, which are based on conditions present within the international examples, resonate and align with the issues and observations highlighted in the domestic evidence, including the views of stakeholders.

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[49] Limerick and Sutton, *Report 1: Desktop review of initiatives related to community-driven development,* 52.

ACRONYMS AND DEFINITIONS

AANCD	Aboriginal and Northern Affairs Department Canada
ACFID	Australian Council for International Development
ANAU	Australian National Audit office
ATSIC	Aboriginal and Torres Strait Islander Commission
CDEP	Community Development Employment Projects
CGRIS	Coordinator General for Remote Indigenous Services
COAG	Council of Australian Governments
CVA	Citizen Voice and Action
DEEWR	Department of Education, Employment and Workplace Relations
DOHA	Department of Health and Ageing
ECCD	Early Childhood Care and Development
FaHCSIA	The former Department of Families and Housing, Community Services and Indigenous Affairs
FFF	Fitzroy Future Forums
HRSCATSIA	House of Representatives Standing Committee on Aboriginal and Torres Strait Islander Affairs
IDEI	Indigenous Development Effectiveness Initiative
INGO	International Non-government Organisation
IPA	Indigenous Protected Area
LIP	Local Implementation Plan
MCMC	Meeting Challenges, Making Choices Strategy (QLD)
MFN	Miawpukek First Nation
MOU	Memorandum of Understanding
NGO	Non-government organisation
NPA	National Partnership Agreement
NPY Women's Council	Ngaanyatjarra Pitjantjatjara Yankunytjara Women's Council (Aboriginal Corporation)
NTER	Northern Territory Emergency Response
OCHRE Strategy	Opportunity, Choice, Healing, Responsibility, Empowerment Strategy (NSW)
PNPM	Program Nasional Pemberdauaan Masyarakat, Indonesia
PSF	Program Support Function
RSD	Remote Service Delivery
SGIA	Australian Government's Secretaries Group for Indigenous Affairs

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APPENDIX 1 – DOMESTIC REVIEW

Indigenous Development Effectiveness Initiative (IDEI)

Report 1: Desktop review of initiatives related to community-driven development

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15 July 2013

CONTENTS

1. INTRODUCTION

1.1 BACKGROUND

World Vision Australia (WVA) is co-signatory to a *Memorandum of Understanding on Indigenous Development Effectiveness* with the Minister for Families, Community Services and Indigenous Affairs and the Minister for Disability Reform, the Hon Jenny Macklin MP on behalf of the Australian Government and the Department of Families, Housing, Community Services and Indigenous Affairs (FaHCSIA). A soft launch of the MoU took place in April 2013 and it is now available on both the WVA and FaHCSIA's website:

> http://www.dss.gov.au/our-responsibilities/indigenous-australians/programs-services/leadership-representation/memorandum-of-understanding-on-indigenous-development-effectiveness-2012-17

The *Indigenous Development Effectiveness Initiative* (IDEI) is the first collaborative initiative to be progressed under the MoU. The overall goal of the IDEI is to enable a community-driven development approach to program design, planning and delivery so that Indigenous people are able to achieve more sustainable well-being outcomes in their lives.   The first phase of the IDEI involves developing and submitting a collaborative design of the IDEI that will then be tested through innovative, long-term community-based demonstration projects. This design may include system reform requirements, conditions for effective community-driven development, mechanisms such as demonstration sites to test and substantiate results, a monitoring and evaluation framework, elements of governance structure and recommendations on resourcing. .

To inform the design, it is necessary to:

- consolidate and build an evidence base that identifies the strengths and weaknesses of the current Indigenous Affairs system and initiatives related to community-driven development;

- collaboratively engage widely to get a broad range of Indigenous advice and direction, as well as advice from across the whole of government and the development sector.

The current report is intended to contribute to the evidence base, and has been commissioned as a desktop review of past and current initiatives that have community-driven elements.

1.2 PURPOSE OF THIS REPORT

The purpose of this report is to identify and summarise selected initiatives related to community-driven development, to be used as a resource guide to inform the practical engagement and evidence gathering phase of the design of IDEI. It identifies community development initiatives, programs and strategies for further investigation and analysis in developing the IDEI design.

1.3 RESEARCH METHOD

The research approach for this report involved a desktop review of selected initiatives related to community-driven development. The initiatives included in this report were selected based on their potential to yield information that would shed light on community-driven development in the Australian Indigenous context, especially where innovative approaches had been implemented. In selecting the case studies, the research team relied on a combination of its own knowledge base, guidance from the IDEI project team and further research during the desktop review. It is not intended as a comprehensive

review of every initiative relevant to community-driven development that has been undertaken in recent decades. Rather, the report reviews a sample of programs and strategies initiated by governments, by non-government organisations and by Indigenous communities themselves.

Information about each of the selected initiatives was summarised around the themes of background/context, description of the initiative, community-driven aspirations of the initiative and reported outcomes. The intent of the research was not to undertake substantial new data collection or to conduct any new evaluation of the selected initiatives. Instead, the objective was to document these key initiatives for the IDEI team, along with drawing out some of the key features or themes that would inform the design of successful models for promoting community-driven development in Australian Indigenous communities.

1.4   OUTLINE OF THE REPORT

Part 2 of the report outlines the key concepts that are inherent in understanding community-driven development in the Australian Indigenous context.

Part 3 of the report provides summaries of the following selected initiatives with community-driven development aspirations:

Programs and strategies initiated by governments

- Community Development Employment Projects (CDEP) (1977 -2012)
- ATSIC Community-Based Planning (1990 - 2005)
- Community Justice Groups (Qld) (1993 – present)
- Fitzroy Futures Forum (WA) (2000 – present)
- COAG Trial Sites (2002 - 2007)
- Meeting Challenges, Making Choices Strategy (Qld) (2002)
- NSW Interagency Plan To Tackle Child Sexual Assault in Aboriginal Communities (NSW) (2007 - present)
- Cape York Welfare Reform (Qld) (2008 – present)
- National Partnership Agreement on Remote Service Delivery (2009 – present)
- Ninti One - Strengthening Community Research on Remote Service Delivery (2011)
- Stronger Futures in the Northern Territory (NT) (2011)
- Connected Communities Strategy (NSW) (2012)
- Remote Jobs and Communities Program (2013)
- OCHRE (NSW) (2013)

Programs and strategies initiated by Indigenous communities

- Kowanyama Aboriginal Land and Natural Resources Management Office (Qld) (1990 – present)
- Ngaanyatjarra Pitjantjatjara Yankunytjatjara (NPY) Women's Council (Aboriginal Corporation) (SA, WA, NT) (1980 - present)
- Warlpiri Education and Training Trust (NT) (2005 – present)

Programs and strategies initiates by non-Government organisations

- Telethon Institute for Child Health Research (1990 – present)
- Health Habitat (1985 – present)

Each case example provides background context before outlining the key aspects of the initiative under investigation, with a focus on the community-driven aspirations of the initiative and the outcomes of any reviews or evaluations undertaken in this regard.

Part 4 of the report seeks to draw out the key themes from the selected initiatives that may provide some context for further investigation and analysis during IDEI Phase 2.

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2. CONCEPTS AND DEFINITIONS

2.1 THE CONCEPT OF THE DEVELOPMENT APPROACH

The concept of development has a variety of meanings depending on the context and the discipline of practitioners using the term. However, generally speaking, it relates to both outcomes sought (human development) and the processes by which they will be pursued (participatory or empowering). As Fisher notes:

> *A development approach is therefore one which places human development goals at its centre, usually concentrating on addressing key issues of global concern such as poverty and human rights. But development approaches are also about process. In practice, this means processes of participation, empowerment and ownership of development by those who stand to benefit from it* (Fisher 2011, p.4).

For the purposes of the IDEI, the term 'community-driven development' is being used to emphasise the important process elements of development practice. In the Indigenous context, community-driven development is taken to be consistent with the principles in the Australian Council for International Development's (ACFID) practice note on Principles for Development Practice in Aboriginal and Torres Strait Islander Communities. Under these principles, Effective Development Practice (EDP) is an evidence-based approach to development, based on productive partnerships with community participants and stakeholders, within a quality programming framework. It seeks to ensure effective community engagement and control over the processes, but is also rigorous and robust in achieving agreed outcomes.

The key principles for EDP, as summarised from the ACFID practice note, include:

- Participation by community;
- Cross-cutting issues understood and acknowledged;
- Governance and sustainability;
- Devolution to the community level;
- Flexible and incremental processes;
- Partnering with all stakeholders;
- Evidence-based project design;
- Rights-based framework;

- Intellectual property rights are respected;
- Productive relationships based on respect;
- Strengths'-based approach promoting best practice;
- Place-based approach that acknowledges diversity of individuals, groups and communities;
- Stability and long term engagement;
- Strategic uptake – advocacy and policy influence (ACFID 2010, pp.2-4).

The EDP approach to sustainable community-driven development is also consistent with global views under the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP), which states in its preamble:

> ….. *control by indigenous peoples over developments affecting them and their lands, territories and resources will enable them to maintain and strengthen their institutions, cultures and traditions, and to promote their development in accordance with their aspirations and needs.*

In the Australian Indigenous affairs context, a wide range of terminology has been used to describe what is defined above in terms of community-driven development. Terms such as 'capacity-building', 'community capacity-building', 'capacity development', 'community development', and 'human development' may all appear in contexts that describe elements of a community-driven development approach. A focus on 'community governance' is also prevalent in much of the policy literature in Indigenous affairs, and is used to invoke the notion of Indigenous community members making decisions about matters that affect them. In the context of services, 'community control' is often referred to, as in 'community-controlled health services'. Indigenous policy literature is also replete with the language of 'community engagement' that has increasing popularity in the public policy literature, and includes terms such as 'public participation', 'consultation', 'negotiation', 'partnership' and 'voice'.

The IDEI team has sought to identify some key system conditions that are considered necessary for genuine community-driven development to thrive. These are:

- **Community-driven** – Indigenous communities can devise their own community development plans and programs and possess the power, responsibility, resources and authority to lead them. Communities will determine what sort of programs, projects and inputs they need and make it clear to government and other partners that they must support and align with those programs.

- **Whole of Portfolio** – Change in community outcomes is not achieved or measured through one successful project, or through a program of successful projects, but through the sustained success of an integrated portfolio of projects over time. Programs and projects should be fully integrated, not comprised of independent programs and projects.

- **Integrated partnerships** – Everyone doing something in a community, from citizens and organisations, to businesses, agencies, government and non-government organisations, should be part of an integrated community-led approach. All partners commit to working in partnership to avoid duplication and a fragmented operational response made up of multiple, disconnected projects.

- **Systems to support the approach** – Systems (including funding and procurement) are designed to support community identified outcomes rather than achieve upward accountability. Funds are committed to support a realistic portfolio (and its administrative costs) over the lifespan of the community's development plan (strategy) rather than individual, independent projects.

- **End-to-end alignment** – There is alignment from community to funders on the goals, expectations, governance, approaches and outcomes of the program portfolio (which are set by the community at the local level)

A goal of the design phase of the IDEI is to test these identified conditions with Indigenous, government and development sector stakeholders. Further comment on this list is made in section 4 of this report.

2.2 Concept of "community" in the Australian Indigenous context

It is necessary to understand the complex and sometimes problematic concept of 'community' in the Australian Indigenous context, which will impact on the conceptualisation and implementation of community-driven development initiatives within Indigenous communities. There has long been a debate in the Indigenous affairs arena about whether it is spurious to talk of Indigenous 'communities' at all, as Indigenous settlements are simply artificial constructs produced by the processes of colonisation. What are now considered Aboriginal 'communities' are, of course, relatively recent creations in Aboriginal history. They are the historical legacy of the protectionist policy era of the late nineteenth and early twentieth centuries, when widely dispersed groups of Aboriginal people were brought together into Government reserves or church missions. Apart from the publicly-stated objective of 'protecting' Aboriginal people, an equally important reason for Governments to establish permanent settlements was administrative convenience, born out of the pragmatic need to create economies of scale for the supply of services. The creation of these permanent settlements, however, represented a significant challenge to the social, economic and political patterns of people who had lived in dispersed or even nomadic circumstances prior to colonisation.

The word 'community' implies a common interest, a shared identity and a sense of social and political unity amongst a group of people located together. In the Aboriginal context, however, the reference to a 'community' is often considered to be just a convenient administrative label used by governments. Anthropologists have described the central role of local family or kin groups as the basic political units in Aboriginal society (Rowse 1992, p.59). In an Aboriginal settlement, there may be dozens of quite discrete family groups that have been co-located by the processes of colonisation. Some of these may have traditional affiliations to the land where the settlement is located, while many will have only an historical association. There may be strong rivalries or conflict between families and community organisations as a result of this history of dispossession and the depth of family allegiances.

When speaking of 'community-driven' development, therefore, the nuances of Indigenous political identity need to be taken into account. Government policies have at various times attempted to accommodate such issues – for example, the Australian Government's policy of Shared Responsibility Agreements countenanced agreements being signed at the family level rather than the community level. The question remains a contested one, however. The diversity of Indigenous Australia is such that the concept of 'community' will inevitably be highly context-specific.

3.1 PROGRAMS AND STRATEGIES INITIATED BY GOVERNMENTS

3.1.1. *Community Development Employment Projects (CDEP) (1977 -2012*

Background and context

CDEP is an Australian Government-funded program for unemployed Indigenous people in remote locations. It provides activities which aim to improve participant employability in order to assist them to move into employment outside the CDEP program. The overall aim of CDEP was to assist Indigenous Australians to achieve economic independence.

CDEP commenced as a pilot scheme at Bamyili (a remote Indigenous community in the Northern Territory) in 1977 and at its peak in 2002-03 delivered services to 35,000 participants through 260 providers in hundreds of communities throughout Australia. At the time of its review in 2008, there were 18,800 active CDEP participants spread across 152 contracted CDEP providers at an annual cost of $223.2 million (DFD 2009, p.12)

Description

The 2008 CDEP Evaluation notes that the program was initially developed as an alternative to the payment of unemployment benefits to Indigenous Australians in communities where there was little prospect of unsubsidised employment or economic development. The assumption, closely related to land rights, was that Indigenous people would not move from their land in order to search for work. Those individuals who could not access work in CDEP communities remained eligible for unemployment benefits. In return for participating in CDEP, participants were to forego unemployment benefits and receive wages for employment, which was at least an equivalent income to their unemployment benefit entitlement. Hence at first CDEP was at least notionally linked to unemployment benefits (DFD 2009, p.13).

CDEP has been reviewed and amended on numerous occasions, and more recently the government focus has been on its role in preparing participants to enter the labour market. In 2008–09 the Australian Government commenced work to reform CDEP to provide a greater focus on improving employment, training and business opportunities. At the same time the Australian Government began to reform employment services (Job Network) generally.

The principal reforms implemented from 1 July 2009 included replacing CDEP with Job Services Australia in established economies, changing the focus of CDEP from directly providing work to a focus on work readiness by building the skills of job seekers and changing the funding model and program deliverables to reflect the outcomes of work readiness and community development. Further reforms to CDEP will occur from July 2013 in remote areas of Australia when the program is rolled up under the new Remote Jobs and Communities Program (see section 3.1.13 of this report).

Community-driven aspirations of the initiative

Over the past three decades, CDEP has often been a very significant vehicle for community development activities in remote Indigenous Australia. CDEP was traditionally managed by local Indigenous community

organisations and councils, and provided a significant pool of funds for these organisations to pursue local development objectives. While the majority of the funding was for CDEP wages, Indigenous organisations were able to utilise CDEP workers in a wide range of community enterprises. In addition, the administrative component of the CDEP funding to these organisations often cross-subsidised their other community development activities and programs.

In recent years, however, changes in government approaches to CDEP have diminished the flexibility for the program to be used in this way. In some areas, CDEP was contracted out to regional organisations or private providers. Rule changes restricted CDEP workers from being used for certain community enterprises or services. Some of these CDEP-supported activities were recognised as services that governments should be funding (e.g. municipal services or teacher aide positions in schools) and there was funding made available for converting these positions into 'real jobs.' However, CDEP workers were also being used to support a wide variety of community programs (such as women's centres and arts programs) and enterprises. As the government intensified the focus on CDEP as a vehicle for transitioning people into the 'real economy', changes to CDEP rules restricted its use for these types of activities. There was a concern that CDEP was merely propping up unsustainable community programs.

Nevertheless, the CDEP guidelines still recognise its community development function. The Community Development stream of CDEP focuses on supporting and developing Indigenous communities and organisations. It does this through 'projects' or 'development and support' activities, which must demonstrate the ability to:

- build and strengthen relationships and networks within the community;
- boost people's participation in the community's economic and social life;
- improve people's connection to the range of support services available;
- develop new ways for the community and service providers to work together ;
- strengthen leadership;
- improve governance; and
- increase people's financial independence and the community's economy and social well-being (FaHCSIA 2011a, p.7)

Under these guidelines, Community Development Projects must focus on local priority needs and also help to strengthen Indigenous communities and people, so they can better deal with the issues and challenges they face. CDEP providers are therefore expected to play an active role in helping to build the capacities of local communities, families and individuals. To assist providers in this role, CDEP Development and Support funds are available to pay for things like employing community development officers, mentors and providing a community support function that links and engages people with services they need.

Reported outcomes

The contribution of CDEP to Indigenous communities has been the subject of debate in Indigenous policy circles. The scheme has often been criticised as being a disincentive to Indigenous participation in the 'real economy' and patchy enforcement of the 'no work, no pay' principle has led to the scheme gaining a reputation in some locations for providing 'sit-down money'. The Cape York Institute's design report for the Cape York Welfare Reform trial argued that CDEP was the foundation of a 'welfare pedestal', which

created a disincentive for Indigenous people to step down off welfare benefits in order to take steps to obtain other employment:

> *In some instances, a person can benefit more financially through being on CDEP rather than investing in their future through study or entry-level employment. Moreover, CDEP offers a relatively high level of hourly pay, often for activities that require very little skill or effort. The CDEP hourly rate is more than twice the minimum wage level for 16 to 17 year olds and by the age of 21 the minimum wage hourly rate is still less than CDEP…*

> *In remote areas, CDEP has the look and feel of a real job but with few of the associated disciplines and benefits such as workplace-based training and overall alignment of skill development to labour market demands. Consequently, participation in CDEP erodes participants' capacity to undertake real jobs. Moreover, CDEP funding arrangements encourage CDEP providers to keep their best employees on CDEP. The private sector, councils and State and Australian Governments also have a strong incentive to use CDEP participants, rather than to create real employment* (Cape York Institute for Policy and Leadership 2007, pp.10-11).

On the other hand, Altman and Gray suggest that CDEP is much more than just an Indigenous work-for-the-dole scheme, performing five key roles in remote and very remote Indigenous communities:

First, it provides flexible employment opportunities, often in contexts where there are no, or limited, mainstream employment opportunities, particularly for Indigenous people. Second, it provides income security and the opportunity to earn additional income from employment and enterprise. Third, it provides opportunity for education and training. Fourth, it can assist participants to move into mainstream (unsubsidised) employment. Fifth, and most innovatively, it acts as an instrument for economic and community development (Altman and Gray 2005, p.5).In addition, CDEP is credited by some with enabling greater participation in recreational or cultural group activities, proving its positive social, community development and customary economic engagement impacts. For example, Altman found that in remote and very remote regions the CDEP employed have far greater access to the customary sector (fishing or hunting), and far greater opportunity to participate in funerals, ceremonies or festivals and in keeping culture strong (Altman 2005, pp.5-6).

The Office of Evaluation and Audit undertook an evaluation of CDEP in 2009 (DFD 2009). The objective of the evaluation was to assess the efficiency, effectiveness and appropriateness of the CDEP program to Indigenous participants and communities in achieving the outcomes of real jobs and viable business enterprises. The evaluation focussed on the period 2004-2008 and on remote and regional areas where the labour market was underdeveloped and considered the efficiency and effectiveness of CDEP in:

- preparing participants for mainstream employment;
- developing skills that enable participants to gain off-CDEP employment;
- creating incentives for participants to complete education and training;
- establishing and maintaining linkages to mainstream employment programs to promote job outcomes; and
- incubating businesses to become viable major evaluation of the CDEP program was undertaken in 2009 (DFD 2009, p.6).

The evaluation concluded that CDEP can be improved and become more appropriate to the goals of real jobs and viable business enterprises if the following are addressed:

- providers focussed on preparing participants for real jobs, wherever these are offered by the labour market;

- CDEP is sufficiently intense to overcome entrenched poor behaviour;

- CDEP addresses intergenerational unemployment in remote communities by assisting participants to experience workplaces outside of the communities in which they operate.

In relation to the community development context, the Evaluation also concluded that CDEP is not as well suited to address community development issues or economic development issues as these are not the same as labour market preparation issues and these should therefore be pursued separately (DFD 2009, p.8).

3.1.2. ATSIC Community-Based Planning (1990 - 2005)

Background and context

The Aboriginal and Torres Strait Islander Commission (ATSIC) was established in 1990 as the Australian Government body through which Aboriginal Australians and Torres Strait Islanders were formally involved in the processes of government affecting their lives. One of ATSIC's early priorities was to initiate community and regional planning for Aboriginal and Torres Strait Islander communities. A new focus on community planning that was participatory, as opposed to top-down, was given further impetus by the following recommendation of the Royal Commission into Aboriginal Deaths in Custody:

> *That the preparation of community development plans should be a participative process involving all members of the community, and should draw upon the knowledge and expertise of a wide range of professionals as well as upon the views and aspirations of Aboriginal people in the local area. It is critical that the processes by which plans are developed are culturally sensitive, unhurried and holistic in approach . . .* (RCADIC 1991, Vol. 4, p. 27)

ATSIC's response to the RCADIC recommendation in 1991 was to establish an Aboriginal Community Development Planning Program.

Description

Under the program, ATSIC produced materials to support community-based planning in Indigenous communities, including a short guide (ATSIC 1994). Grants were provided to communities to prepare community plans, usually with the use of consultants. This funding support for community planning ceased in the mid-1990s, however (ATSIC 2003, p.7). ATSIC legislation required the preparation of regional plans but not community plans.

With the Department of Employment, Education and Training (DEET), ATSIC also launched a joint Community Development Planning Pilot Scheme in 1991, involving nine Indigenous communities. Within a six-month timeframe, participating communities were expected to follow a four-phase planning model developed by consultants (Wolfe 1993). In some areas, specific community development planning units were also established to assist communities and train Indigenous specialists in planning methodologies, in an effort to make community-based planning more sustainable (Wolfe 1994).

One of the community planning projects supported by ATSIC was undertaken in Aurukun from 1992. Consultants were asked to assess and facilitate the capacities of community development planning in Aurukun. Constraints on planning identified by the consultants included the prevailing levels of alcohol

abuse in the community, the diminished cultural identity and ill-suited community governance structures (Leveridge and Lea 1993).

Community-driven aspirations of the initiative

The new focus on participatory planning in the early 1990s was prompted by an emerging critique of traditional planning for service delivery in Aboriginal communities as "top-down, program-based, and imposing government agendas with limited participation" (Moran 2004, p.340). ATSIC's community-based planning was founded on principles of not only community participation but community ownership and control:

> *The common characteristic of community-based planning should be that they belong to the community and are conducted under community control… an examination of planning theory since the 1940s suggests community-based planning agencies… must apply three essential planning principles: (i) optimised community participation; (ii) competency in technical planning and (iii) a commitment to effective bargaining and negotiation both within the community and with external actors.* (Dale, cited in Moran 2004, p.341).

Reported outcomes

There were no formal evaluations of the ATSIC-led community planning programs. However, critiques by commentators such as Wolfe (1993) highlighted issues that needed to be addressed for successful community planning. These included appropriate timeframes and processes to facilitate planning, appropriate roles and training for staff and consultants assisting communities and the need for longer-term assistance in planning to community leaders and members.

Consultants reflecting on the process of community planning at Aurukun, "found participatory planning to be misguided unless preconditions of community development were present. They concluded that the need for capacity building in dysfunctional communities was greater than that for plan production, and that this required long time frames and a sympathetic bureaucracy to create the 'space' for local initiative to occur" (Moran 2004, p.341).

A related process of community planning at Aurukun by the Yalga-binbi Institute for Community Development led to the establishment of a Community Justice Group (see section 3.1.3). In addition, wide-ranging community consultations about how to tackle alcohol led to a community-driven proposal for a legislative Alcohol Law Council, with the power to declare certain houses as dry places where no alcohol could be consumed (Martin 1998, p.23)

An evaluation of ATSIC-supported participatory community planning undertaken by the Centre for Appropriate Technology at Mapoon from 1995 found that there was high awareness of the plan in the community and it had led to positive outcomes in healthy living environments (i.e. housing and essential services), preservation of the community's lifestyle, and greater community influence in shaping the outcomes delivered (Moran 2004). On the other hand, as a technical plan focused on the issue of built environment, there was little capacity-building of the community to undertake such planning.

3.1.3. Community Justice Groups (Qld) (1993 – present)

Background and context

The Community Justice Group (CJG) Program was established in 1993 to provide support to Aboriginal and Torres Strait Islander communities and organisations to develop strategies within their communities for dealing with justice issues and to decrease Indigenous peoples' contact with the criminal justice system. The program was a response to the Recommendations of the Royal Commission into Aboriginal Deaths in Custody (RCIADIC) that highlighted the underrepresentation of Indigenous people involved in criminal justice decision-making.

The program allocates funding to Indigenous organisations to develop local strategies within their communities for dealing with justice-related issues and to decrease Indigenous contact with the justice system. It gives members of Indigenous communities and organisations the opportunity to work cooperatively with magistrates, police, corrective services personnel and staff from other government agencies (DJAG 2008, p.1). It has grown from a trial in 3 communities in 1993 to a $4.5 million program in 2011-12, funding 52 community justice groups in Indigenous communities across Queensland (DJAG 2011, p.3). It was initially administered by the Queensland Department of Corrections, then the Department of Aboriginal and Torres Strait Islander Policy and in more recent years, by the Department of Justice and Attorney-General (DJAG).

Description

A CJG's role is to support Indigenous victims and offenders at all stages of the legal process. They encourage diversionary processes such as Murri Court, the Queensland Indigenous Alcohol Diversion Program (QIADP) and develop networks with other government agencies to ensure that issues impacting on Indigenous communities are addressed (DJAG 2008, p.1). Community Justice Groups also provide advice to the courts, police and others within the community justice system. They make recommendations to government on justice matters, help the community deal more effectively with social and justice issues, take action to prevent law and order problems, work closely with councils to put appropriate by-laws in place, and help councils make the community a more peaceful place.

Under the Meeting Challenges, Making Choices (MCMC) strategy, CJG's were given the legislative backing to work with councils to rebuild communities from their traditional bases to create safer and better places and lasting change. MCMC was the Queensland Government's response to the Cape York Justice Study, an investigation undertaken by Justice Tony Fitzgerald in 2001 into the impact of alcohol and other substance abuse on Cape York Peninsula communities. As a result of the MCMC changes to CJG's, there is currently a combination of 'statutory' and 'non-statutory' groups throughout the state. As outlined in the Queensland Government Interim response to the independent evaluation of CJG's, "the term 'statutory groups' applies to 19 CJG's based in Queensland's Aboriginal communities that are established under the *Aboriginal and Torres Strait Islander Communities (Justice, Land and Other Matters) Act 1984*. The remaining 33 non-statutory groups were established informally by communities interested in developing local solutions to criminal justice issues within their local community. There is no great difference between the activities of statutory or non-statutory groups. However, in addition to court related activities, statutory groups have a legislative role in relation to alcohol management within their community" (DJAG 2011, p.3).

Community-driven aspirations of the initiative

The concept of CJGs in Queensland was initiated from the community-based planning efforts in remote Indigenous communities in the early 1990s (Ryan et al, 2006). The real strength of the CJG program was in its community-based planning methodology, with local Indigenous communities driving the process. CJG's engage with and build the capacity of Indigenous communities to resolve justice-related issues at a community level. This also promotes the development of strong links between government agencies and Indigenous communities, who are all seeking solutions to the overrepresentation of Indigenous persons in the criminal justice system.

As a community-based and community-driven process, the establishment of CJG's required a great deal of discussion, negotiation and planning on the part of community members to reach agreement on how to proceed. In many cases, this groundwork took a number of months or even years. Anecdotal evidence suggests there was a much higher failure rate in projects where less time was devoted to community negotiation and planning and, in particular, in ensuring that all parts of the community were involved and felt part of the initiative.

This highlights several community-driven development attributes of the CJG program that are critical for the successful implementation of all such community-based strategies/programs, including:

- the need for flexible and incremental policy/program development processes;
- true devolution of program decision-making to the local level;
- stability and long-term engagement, with reasonable timeframes to allow communities to work through the issues at their own pace;
- placed-based approaches that accommodate the diversity of individuals, groups and communities, rather than a one-size-fits-all approach; and
- productive relationships based on respect – in this case between communities and government agencies working in the criminal justice system.

The CJG program design attempted to address many of these attributes of community-driven development, but the extent to which a CJG was able to mobilise the community around justice issues was in practice dependent on the approach of the coordinator and the leaders within the group.

In recent years, the CJG program has become more focussed on the group's formal role in the criminal justice system, in terms of functions such as providing advice to courts. This has seen a shift away from the organic nature of CJGs' activities around crime prevention and restoring Indigenous authority and traditional justice methods in the early years of the program. However, it remains a vehicle for mobilising community knowledge and skills to add value to the way the justice system operates in Indigenous communities.

Reported outcomes

An independent evaluation of the CJG program (KPMG 2010) found that it provides a positive contribution to:

- reducing the likelihood of crime escalation (for individuals and the community);
- improving the cultural appropriateness and responsiveness of the justice system; and
- promoting community wellbeing through volunteerism.

The evaluation noted that the CJG program promotes the social capital and well-being of Indigenous communities by promoting volunteerism and providing support for others within the local community and also provides a positive contribution to the justice system by:

- helping to ensure Indigenous offenders attend court, thereby avoiding the consequences of failure to attend;

- providing support to help reduce the likelihood of crime escalation through: support provided to offenders in prison and upon prison release; resolution of community conflict and mediating disputes before they escalate; and supporting community members on community-based orders

- working within the justice system to improve its cultural appropriateness and responsiveness to Indigenous people in line with the priorities of the Queensland Government and DJAG, through: making cultural submissions as part of the court process; providing additional information to support Magistrates in their decision-making; and upholding positive images of Indigenous persons around the justice system for the wider community to see (DJAG 2011, p.5).

The evaluation concluded that "there is widespread support for the CJG program amongst Indigenous community leaders, community-based service providers, and justice system stakeholders such as local police and Court staff. However, there is a widespread view that the CJG program is not realising its full potential for contributing to a reduction in the over-representation of Aboriginal and Torres Strait Islander people in the justice system" (KPMG 2010, p.87). The report's overarching recommendation was:

> That the CJG Program be continued and that DJAG implement the enhancements identified in [the] report relating to program design, service delivery, and program administration in order to strengthen its effectiveness in the future (KPMG 2010, p.87).

DJAG has responded to the KPMG evaluation with an interim response agreeing to trial a new CJG model that addresses the recommendations in five to seven selected sites across urban, regional and remote Queensland. Following the final response to the evaluation, DJAG will progressively roll out the new CJG program and funding models to CJGs over 2012-2014. This process will require officers to work with each of the individual CJGs to build their capacity and implement the new models in their location in an incremental and progressive way over the two year timeframe with a proposed completion date of 30 June 2014 (DJAG 2011, p.8).

3.1.4. Fitzroy Futures Forum (WA) (2000 – present)

Background and context

The Fitzroy Futures Forum (FFF) is an innovative joint community-government partnership that was formed in 2000. It began as a consultation between the local government and local Traditional Owners regarding the town plan, known as the Fitzroy Futures Plan. The Forum is 'an informal and open community forum' that brings together Indigenous people of the Fitzroy Valley, Indigenous organisations and service providers, the Shire of Derby-West Kimberley and representatives from various State and Commonwealth Government agencies.

The FFF Governing Committee includes a representative from each of the four language groups of the Fitzroy Valley plus an additional three people who can nominate or be nominated to hold a position on the Committee. The Indigenous membership of the Committee is broadly recognised as the interface between government and the communities of Fitzroy Crossing and the surrounding Fitzroy Valley.

Description

The range of matters on which the Committee is asked to engage on behalf of the community has grown considerably since 2000. The Committee has been heavily engaged in discussions with a range of government agencies and with the Regional Operations Centre about Local Implementation Planning[1].

Although the work of Fitzroy Futures Forum and its Governing Committee predates by some years, the National Partnership Agreement on Remote Service Delivery (RSD NPA), the advent of the RSD strategy creates additional attention and opportunity to build on the confidence and strong Indigenous leadership generated by the Forum.   This is largely due to the RSD NPA's place-based approach and focus on instituting whole-of-government coordination approaches (see section 3.1.9 of this paper). In addition, a Local Implementation Plan (LIP) has been developed under the RSD NPA, with the input of all significant stakeholders to identify and address local community needs and priorities. The implementation of the LIP approach was significantly enhanced by the existence of the FFF, which became the local representative body to be engaged in local planning exercises under the RSD NPA.

The Western Australian Government also established a Fitzroy Futures Fund and the Governing Committee makes recommendations to the Minister for Indigenous Affairs as to how this money should be spent. The Governing Committee has become the main interface between the community and government.

Community-driven aspirations of the initiative

The FFF is a demonstrable example of community-driven development aspirations, as it is an engagement mechanism intended to be a vehicle for driving community interests. The broad-based representation of the FFF Governing Committee across community and government make it a truly representative forum for localised planning and decision-making, one of the foremost requirements for effective community-driven development. The relationship that this community representative group was able to establish with all levels of government is unique, as was its ability to position itself as a trusted and representative community governance structure.

As a result, the FFF was able to effectively engage with government agencies to ensure the community interests were represented back to government, that a coordinated response to community issues was developed and real trust and rapport was built between government and the community. Indeed, the Aboriginal and Torres Strait Islander Social Justice Commissioner noted in his 2010 report that:

> *The recent history of the Fitzroy Valley reads as a 'how-to manual' for the development and implementation of a bottom-up project for social change. It is the story of a movement that engages with, rather than further marginalises, the local communities. These events demonstrate approaches to community crisis that encourage and build the positive, willing participation of the affected people.*

> *The principles emerging from the Fitzroy experience can inform the development and delivery of government services across the diversity of Aboriginal and Torres Strait Islander communities throughout Australia. If governments apply these principles they can shift from a service delivery paradigm to become enablers and facilitators of community-based agents of change (ATSISJC 2011, p.92).*

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[1] See: http://www.cgris.gov.au/site/news.asp?item=99

Reported outcomes

According to the Coordinator-General for Remote Indigenous Services, the FFF members "have been instrumental in assisting government to better understand community needs and working with them to develop appropriate service responses, including construction of a new hospital and school, the completion of a comprehensive town plan and allocation of a small community grants scheme."[2]

FFF is also notable for its outstanding leadership and robust governance. The Indigenous membership of the Governing Committee is broadly recognised as the interface between government and the communities. The Coordinator-General has noted that "the range of matters on which the Committee is asked to engage on behalf of the community has grown considerably since 2000", and most recently includes the LIPs prepared under the RSD initiative.

Apart from the FFF governance-related outcomes, the Fitzroy Valley community has also been successful in establishing alcohol restrictions in response to the ongoing alcohol-related issues within the community. In 2007, the senior women in the Fitzroy Valley discussed these issues during their Annual Women's Bush Meeting. The women in attendance agreed it was time to tackle the alcohol problem and a campaign began to restrict the sale of alcohol from the take-away outlet in the Fitzroy Valley. The Western Australian Police and Director of Liquor Licensing also supported the campaign and alcohol restrictions were consequently introduced, initially on a trial basis at Fitzroy Crossing. Following a review of the alcohol restrictions in 2008, they were extended indefinitely. Since then, four other Fitzroy Valley communities have also adopted alcohol restrictions that prevent the possession and consumption of alcohol within their communities. It is especially notable that the strategic alliances with the police and liquor licensing agency did not detract from the community-controlled nature of the campaign for alcohol restrictions (ATSISJC 2011, pp.73-75).

Another key outcome of this unique Fitzroy Valley community-driven approach has been the establishment of community research into the prevalence of Foetal Alcohol Spectrum Disorders (FASD) within the community. This was a community-led project that developed embedded community consent processes and included the strategic use of external partners to enable the Fitzroy Valley communities to address the sensitive and difficult issue of FASD (ATSISJC 2011, p.93). The Social Justice Commissioner cites this research as an example of effective community-driven research:

> *I highlight the actions of Fitzroy Valley leaders in addressing FASD because of their community ownership over an identified issue of concern. The FASD project is led by the Fitzroy Valley communities, and where needed, the skills and expertise of trusted external partners are utilised. Consent processes are embedded into the fabric of this project to create a community-wide climate of consent. These key features provide an example of processes that address sensitive and seemingly intractable issues in an appropriate and targeted manner. The consequent result borne out of these processes is a high level of community buy-in and engagement (ATSISJC 2011, p.93).*

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[2] See http://www.cgris.gov.au/site/news.asp?item=91

3.1.5. COAG Trial Sites (2002 - 2007)

Background and context

In 2002, the Council of Australian Governments (COAG) commenced trials in eight sites to explore new ways for governments and Indigenous communities to work together.   Independent evaluations were conducted of each of the trial sites in 2005 and 2006. The Morgan Disney report (2006) is a synopsis review of the evaluations, which examines the key lessons learned from the trials in improving the economic, health and social circumstances of disadvantaged Indigenous communities.

COAG agreed that all governments would work together to improve the social and economic well-being of Indigenous people and communities. Eight regional 'trial sites' were established to explore the provision of more flexible programs and services, based on priorities agreed with Indigenous communities. The trial sites included:

- Australian Capital Territory,
- Anangu Pitjantjatjara Yakunytjatjara Lands (SA);
- Murdi Paaki (NSW);
- Shepparton (Victoria);
- North Eastern Tasmania;
- East Kimberley (WA);
- Wadeye (NT); and
- Cape York (Qld).

Description

The objectives of the COAG Trials were to:

- tailor government action to identified community needs and aspirations;
- coordinate government programmes and services where this will improve service delivery outcomes;
- encourage innovative approaches traversing new territory;
- cut through blockages and red tape to resolve issues quickly;
- work with Indigenous communities to build the capacity of people in those communities to negotiate as genuine partners with government;
- negotiate agreed outcomes, benchmarks for measuring progress and management of responsibilities for achieving those outcomes with the relevant people in Indigenous communities; and
- build the capacity of government employees to be able to meet the challenges of working in this new way with Indigenous communities.

The Morgan Disney report noted that "there was very little prescribed for the Trial with the deliberate intent that each Trial site would evolve and be driven by the needs and aspirations of the community (or communities) in which each Trial was located".   However, there were three key ideas which underpin the Trials in 2006, including:

- whole of government approaches;

- shared responsibility between governments and communities in finding solutions; and

- place-based frameworks.

The concept of 'place-based initiatives' was explained in the Report as involving "exploring solutions with local communities which are more likely to work for the people who reside in and identify with that community (or place). Place-based initiatives are one of the approaches being tried across the world in communities identified as impoverished or disadvantaged or in the process of revitalising. The concept is very compatible with the practices of whole of government and shared responsibility" (Morgan Disney 2006, p.11).

The agreements and priorities for action were negotiated over a period of months with Indigenous communities and between the Australian and state and territory governments. Shared Responsibility Agreements (SRAs) specific to the Trials were eventually agreed and signed with six of the sites. The other two sites did agree to priorities but these agreements were documented in an exchange of letters between the partners.

Community-driven aspirations of the initiative

The rationale of the COAG trials has its genesis in the COAG decision for all governments would work together to improve the social and economic well-being of Indigenous people and communities. It could be argued that strong community-driven development aspirations were certainly part of the rationale for the Trials, which the Morgan Disney Report summarised as:

- Indigenous disadvantage continues in Australia;

- The factors involved in addressing the disadvantage are many and complex and therefore require the involvement of a range of government departments and agencies in place-based, whole of government approaches;

- The complex interaction of factors requires a coordinated commitment across government departments and agencies (whole of government), and between levels of government (intergovernmental);

- In addition to the shared responsibility across government there is a requirement for shared responsibility with Indigenous communities, built on a partnership between viable partners;

- The governance of Indigenous communities needs to be able to engage in effective partnership based on a sense of shared ownership and responsibility; and

- Both Indigenous communities and their culture, and government culture and constraints, needed to be better understood in the process (Morgan Disney 2006, p.12).

The ideals of a new way of working together, based on local, placed-based and targeted solutions, shared responsibility and partnered efforts are all firmly entrenched in the EDP principles for community-driven development. The emphasis on productive relationships and flexible and incremental approaches as part of a stable and long term engagement also appear to be founded on community development principles. While this may be part of the stated goals of the initiative, their realisation is dependent on the implementation methodology, which in practice can either facilitate or undermine the community development approach.

Reported outcomes

Some of the key learnings reported in the Morgan Disney Report that are particularly relevant to the community-driven development approach included:

- Improved relationships and intergovernmental effort , including whole-of-government, cross-government and community-government partnerships;

- Higher level of trust between all government and community partners were achieved where community committee membership and lead agency staff had been consistent;

- There were negative impacts on trust where there appeared to be a lack of understanding by government of Indigenous culture and/or a lack of understanding of the role and operations of government by Indigenous community members;

- Improved understanding by government officials of how the way in which governments deliver programmes can contribute to lack of ownership and action by communities. This improved understanding is a significant factor in relation to government officers supporting Indigenous communities to be viable partners;

- The secretaries worked well to model a whole of government approach;

- The place-based approaches worked most effectively where there were clearly identifiable Indigenous communities with strong, representative leadership, and where government agencies play a facilitative leadership role, engaging across all levels of government and with community leaders;

- Allowing appropriate time for the negotiation of agreements and the associated planning processes were required to allow the partners to identify and work in different ways together;

- In some sites the expectations about what could be achieved in the timeframe of the Trials were unrealistic, both for governments and for communities;

- When partners acted outside of agreements, it undermined both partnerships and shared responsibility efforts; and

- Many government staff lacked the skills and experience to work in whole of government and intergovernmental approaches and many community leaders needed increased skills in relation to community governance, engagement and capacity building. There was a need for capacity building on both sides to facilitate the partnerships (Morgan Disney 2006, pp.5-6).

3.1.6. *Meeting Challenges, Making Choices Strategy (Qld) (2002)*

Background and context

Meeting Challenges, Making Choices (MCMC) was the Queensland Government's policy response to the Cape York Justice Study, an investigation undertaken by Justice Tony Fitzgerald in 2001 into the impact of alcohol and other substance abuse on Cape York Peninsula communities.   The MCMC strategy centred on the concept of shared responsibility and the development of government–community partnerships in 19 nominated mainland Indigenous communities.   The overall aim of the MCMC strategy is to facilitate community capacity and develop locally-based solutions with specific regard to improving the health and well-being of those living in Indigenous communities.

The MCMC strategy included targeted intervention, community development and public sector reform that address the causes and effects of alcohol and substance abuse and other key social, economic and environmental issues. Each community targeted under MCMC would plan and negotiate the process and implementation of change at a local level, to ensure a placed-based locally driven approach to reform (Queensland Department of Communities 2011, p.11).

Description

MCMC sought to "improve the quality of life in Queensland's Indigenous communities via a range of reforms focussing on eight priority areas determined in consultation with Queensland's Indigenous communities. These were:

1. Alcohol, substance abuse and rehabilitation;

2. Children, youth and families;

3. Crime and justice;

4. Governance;

5. Economic development;

6. Health;

7. Education and training; and

8. Land and sustainable natural resource management" (ATNS 2002).

A key feature of the MCMC approach was the establishment of 'government champions', where the chief executive officers of state government departments were appointed as government champions for specific communities to represent the government acting in partnership with communities. Their role was to take a whole-of-government focus to improve outcomes in 'their' community, including facilitating negotiation table processes and action planning for their assigned community, to deliver community-specific services.

The government champion model adopted a holistic approach to opportunities and solutions within each of the participating Indigenous communities. The champions pursued opportunities to join up the efforts and contributions of different state and federal government departments, elected officials representing Aboriginal and Torres Strait Islander interests, regional Aboriginal and Torres Strait Islander organisations, and community groups (Queensland Department of Communities 2011, p.13). It is understood that the government champion program is currently under review by the Queensland Government, highlighting the dynamic and uncertain nature of community-government partnership initiatives, which are often re-visited following a change of government.

In addition, the MCMC strategy established 'negotiation tables' as the key community engagement mechanism for building effective government-community partnerships. These negotiation tables became the primary interface for consultation, planning and negotiation between Indigenous community leaders and senior public officials.

Negotiation tables involved state and federal government agencies, elected officials representing Aboriginal and Torres Strait Islander interests, regional and local Aboriginal and Torres Strait Islander organisations and community groups working together to:

- evaluate existing plans;
- develop community development plans which identify local needs and priorities;
- negotiate a government response; and

- establish a mutually agreed shared responsibility agreement and community action plan that clearly defined the commitment of all participants.

The output from a negotiation table was a shared responsibility agreement and a community action plan that identified key actions which would make a difference to that community. Community action plans were negotiated in this forum and then signed by both parties to ensure their objectives were achieved (Queensland Department of Communities 2011, p.38).

Perhaps most controversially, the MCMC strategy introduced alcohol management reforms, through the implementation of Alcohol Management Plans (AMPs) that restrict the availability of alcohol in the 19 MCMC Indigenous communities. AMPs were developed in consultation with local community justice groups and contain recommendations about how to reduce alcohol-related crime and violence in the community. The plans could contain recommendations for declaring all or part of a community area a restricted area or a dry place. In addition, legislative changes were introduced in 2008 to prevent Indigenous local councils from holding liquor licenses, thereby removing the conflict of interest for councils that had become reliant on alcohol-related profits for delivering a range of community and local government services. The state government provided additional funding to replace this lost council revenue and ensure the important social programs being delivered by councils could continue. AMPs were progressively implemented in MCMC communities from December 2002.

The MCMC strategy also included community governance reforms that established Indigenous community councils as local government authorities under the mainstream local government legislation. These key legislative reforms to Indigenous local governance were accompanied by a Community Governance Improvement Strategy (CGIS) to continue to build the governance capacity of the newly formed Indigenous local governments. In addition, the MCMC strategy also provided a statutory basis for the role of Community Justice Groups, which are discussed in further detail under section 3.1.3 of this report.

Community-driven aspirations of the initiative

The MCMC strategy was developed after considerable consultation with Indigenous communities in Cape York and is predicated on many community-driven development ideals, from local placed-based planning through negotiation tables that involved true government-community partnerships, to the increased accountability for outcomes through the establishment of government champions and clear notions of shared responsibility. These mechanisms sought to facilitate effective government-community relationships and enable Indigenous community representatives to directly influence government decision making, thereby promoting diversity, flexibility and equality of opportunity for Indigenous communities.

While these are key elements of the MCMC strategy, there were many other elements that were implemented as targeted interventions without any community involvement in the key decision-making processes. The MCMC alcohol management reforms provide a good example of this interventionist approach, along with the community governance reforms that established Indigenous community councils as local government authorities under the mainstream local government legislation. On its balance, the MCMC strategy implemented some key reforms to the way government and Indigenous communities work together (i.e. negotiation tables and government champions); however, on the whole it could not be considered a community-driven approach given the interventionist elements included in the strategy.

Reported outcomes

An internal evaluation of the MCMC strategy was undertaken in 2005 and the reported achievements of the strategy were included in a 2009 Crime and Misconduct Commission Report:

- implementing alcohol supply restrictions and enforcement in 18 of the 19 MCMC communities;
- providing a statutory basis for the role of community justice groups in these communities;
- establishing the Government Champions program; and
- operating Negotiation Tables in most communities to conduct local-level planning between communities and government (Queensland Crime and Misconduct Commission 2009, Appendix 2 at p.353).

The evaluation noted that further work was required in order to achieve the goals of the MCMC strategy in relation to tackling alcohol problems in particular, including demand reduction programs and removing councils from the business of canteen management. The evaluation also noted that only limited progress had been made toward other key MCMC initiatives, such as the development of a Family Violence Strategy (Queensland Crime and Misconduct Commission 2009, Appendix 2 at p.353).

Gilbert also notes that "the perceived need for immediate and urgent action meant that the initiative lacked sophisticated planning and did not tailor strategies to the specific needs of each community. The evaluation indicated that better communication strategies within government and with communities, more effective coordination mechanisms and work on building community capacity were necessary" (Gilbert 2012, p.3).

As discussed above, the establishment of negotiation tables and government champions has entrenched the notion of Indigenous community involvement in government policy and planning generally, as well as highlighting the importance of developing localised, place-based solutions to many of the challenges facing Indigenous communities. In addition, the concept of shared responsibility through effective government-community partnerships is also now firmly established into government policy ideals relating to Indigenous affairs.

It could also be argued that improved monitoring and performance measurement across Indigenous affairs is an outcome of the MCMC strategy, particularly with the advent of the Queensland Government's Quarterly Reports, which provide data at an individual community level for many of Queensland's Indigenous communities. While such monitoring frameworks can be invaluable tools for informing policy and program development, only marginal changes in the key indicators were reported across the 19 MCMC communities in the years immediately following implementation of MCMC. While the minimal changes in these key indicators is not surprising given the pre-existing levels of disadvantage and complexity of the issues facing most of the MCMC communities, the quarterly reporting process arguably provided a higher level of transparency in government reporting for many communities, along with some benchmarking data against which to measure future initiatives.

The MCMC strategy was rolled into the overarching *Partnerships Queensland: Future Directions Framework for Aboriginal and Torres Strait Islander Policy in Queensland 2005–2010*, when it was developed by the Queensland Government in 2005.

3.1.7. NSW Interagency Plan To Tackle Child Sexual Assault in Aboriginal Communities (NSW) (2007 - present)

Background and context

The NSW Interagency Plan to Tackle Child Sexual Assault in Aboriginal Communities 2006-2011 (NSW Government 2007) (the Interagency Plan) was developed by the NSW Government in response to the findings of the 2006 Aboriginal Child Sexual Assault Taskforce report *Breaking the Silence: Creating the Future*, which revealed the widespread and devastating impact that child sexual assault is having in Aboriginal communities, and the overwhelming need community members have for this abuse to be prevented (NSW DOH 2011, p.12).

The Interagency Plan was designed to facilitate the delivery of integrated agency responses on child sexual assault to five communities in western New South Wales. It committed 11 government agencies and a number of non-government organisations to implementing 88 actions. The goals underpinning the Interagency Plan recognise that child sexual assault in Aboriginal communities cannot be tackled in isolation from the broader issues of disadvantage – including poor health, education and employment outcomes, and the overrepresentation of Aboriginal children in the child protection and criminal justice systems.

Description

The Interagency Plan is a whole-of-government five year plan to reduce the high incidence of sexual assault of Aboriginal children in NSW. The goals of this plan are to:

- reduce the incidence of child sexual abuse;
- reduce disadvantage and dysfunction in Aboriginal communities; and
- build up Aboriginal leadership and increase family and community safety and wellbeing.

The Interagency Plan includes a number of strategic directions that relate to the Aboriginal Family Health Strategy including:

- Child Protection: the provision of appropriate, consistent and effective child protection responses, ensuring that ongoing support and treatment are available, and that services earn the confidence of their Aboriginal clients;
- Prevention and Early Intervention: improve the future life chances and wellbeing of Aboriginal children overall, strengthen families, and reduce the occurrence of child sexual assault by intervening at strategic points, to address problem behaviours and to support people at risk; and
- Community leadership and support: improve the way governments and Aboriginal communities work together to minimise risk factors and raise awareness of child sexual assault, and to empower Aboriginal leaders and communities to respond to child sexual assault (NSW DOH 2011, p.12).

Community-driven aspirations of the initiative

The Interagency plan attempts to strike a balance between the strategic areas of government action. For example, while there are strong justice interventions, recognising that child sexual assault is a serious crime against children requiring immediate 'circuit-breakers', these are balanced against comprehensive early intervention and prevention services to support families at risk of violence and child abuse and to promote the wellbeing of Aboriginal children and young people.

In a community development context, the balancing of these intervention measures with robust support for community capacity and leadership to assist Aboriginal communities is critical to ensure the safety of their children and families and to address this problem in ways that are culturally meaningful[3].

Again, as with all community development approaches to government service and program delivery, its ultimate success or failure will depend on the implementation processes involved. If community is not properly engaged to play a role in the delivery and design of such initiatives, they are not likely to achieve sustainable results. The NSW Ombudsman's 2012 Report on implementation of the Interagency Plan highlighted this failure with the Interagency Plan, emphasising the need to implement a genuinely inclusive, community-driven approach by providing better support to Aboriginal (and other community) leaders, particularly those in highly vulnerable communities, in order make a difference .

Reported outcomes

Implementation of the Interagency Plan has be audited by the NSW Ombudsman each year and the audit recommendations have generally focused on the need to significantly improve the quality and efficiency of services delivered to Aboriginal communities.

The NSW Ombudsman's Report 2012 made three specific recommendations about the integration of a community development approach in the implementation of initiatives to address child sexual abuse:

Recommendation 3   In light of legitimate criticisms by the Ministerial Advisory Panel and Aboriginal Affairs regarding the Interagency Plan's lack of focus on community development (and related issues of community leadership and support), the NSW Government should elevate the importance of this issue as part of its future strategies in the area of Aboriginal child sexual assault (and in connection with its key strategies in Aboriginal affairs more generally).

Recommendation 4   As part of better integrating community development into its future strategies, the NSW Government should seek to avoid the problems of the past by ensuring that it independently evaluates the strengths/ weaknesses of past community development initiatives: such as the Remote Service Delivery Process (in relation to Walgett and Wilcannia), the Partnerships Community Program and the Murdi Paaki Trial.

Recommendation 5   As part of determining its future approach to community development, the NSW Government should provide better support to Aboriginal (and other community) leaders – particularly those in highly vulnerable communities – by funding non-government organisations with significant community development expertise, to work for, and in accordance with the instructions of, Aboriginal and other community leaders. If Government adopts this recommendation, the role of Aboriginal leaders (and the non-government organisations) would need to be effectively integrated into any place-based model that the NSW Government might ultimately adopt – See Chapter 21 (NSW Ombudsman 2012, p.51).

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[3] See summary of report at: http://indigenousjustice.gov.au/db/publications/275248.html

3.1.8. *Cape York Welfare Reform (Qld) (2008 – present)*

Background and context

The Cape York Welfare Reform (CYWR) trial was initiated in 2008 at the behest of the Cape York Institute, a policy advocacy body chaired by Indigenous leader Noel Pearson. The trial was agreed to by the Queensland and Australian Governments following an extensive CYI-led design process, set out in the report From Hand Out to Hand Up. The CYWR trial aims to reverse the deterioration of social and economic conditions in Cape York Indigenous communities over recent decades. It is founded on the premise that this deterioration has been brought about by passive welfare dependence and the erosion of individual responsibility as the unintended effects of well-meaning but misguided government welfare policies and service delivery.

The trial was initially funded for four years from 2008 to 2012 and has since been extended twice on the basis of the positive results being achieved.

Description

The overall goal of the trial is to rebuild social norms, restore Indigenous authority and increase engagement in the 'real economy' in the Cape York communities of Aurukun, Coen, Hope Vale and Mossman Gorge. The centrepiece in the trial's agenda to rebuild social norms in the four trial communities is the Family Responsibilities Commission (FRC). The FRC was established by the *Family Responsibilities Commission Act 2008* (Qld) and is an independent Queensland Government statutory authority comprising a former magistrate in the role of Commissioner and local Indigenous Commissioners from each of the reform communities. The FRC holds regular conferences in each community on a regular circuit and is constituted by a non-Indigenous Commissioner (an ex-Magistrate) and two local Commissioners, or by three local Commissioners in some circumstances. The FRC is supported by registry staff based in Cairns and the communities.

The FRC is intended to restore Indigenous authority and bring about behavioural change through a combination of regulation, conferencing, referral and case monitoring. Local Commissioners are elders or respected community members, appointed to the role by the Governor-in-Council, who request individuals appearing before the Commission to make the changes necessary to take responsibility for their own lives and wellbeing. The FRC refers individuals to relevant support services in their community, which might include case managers to drive change in helping children attend school, money management advisers, parenting programs, and counsellors for drug and alcohol addiction, family violence and mental health issues.

While the FRC provides assistance and support through conferencing, it also has the authority to recommend that Centrelink manage either 60 per cent or 75 per cent of an individual's welfare payments (Conditional Income Management, or CIM). Income management acts both as a means to ensure financial stability for families and as an incentive for the individual to engage with support services and observe behavioural obligations. The FRC has jurisdiction only over individuals who receive welfare payments or Community Development Employment Projects (CDEP) payments and reside in one of the four communities. Individuals are referred to the FRC in the following circumstances:

- a child in the individual's care has three absences in a school term without reasonable excuse or is not enrolled in school without a lawful excuse
- the person is the subject of a child safety concern or notification report

- a magistrates court convicts the person of an offence, or
- the person breaches a public housing tenancy agreement.

The other elements of the trial comprise a range of support services, opportunities and reformed incentives (such as changes to CDEP and ABSTUDY eligibility) that seek to encourage desired behaviour across four streams: Social Responsibility, Education, Economic Opportunity and Housing. In the area of social responsibility, the trial has expanded money management services, programs for parenting skills and family violence prevention, social capital building programs, and Wellbeing Centres offering counselling for drug, alcohol and emotional issues. In the area of education, the trial has instituted case managers to improve school attendance, measures to encourage boarding school take-up, and educational savings trusts for parents. The trial was also the catalyst for a new model of schooling based on the four Cs: class (which incorporates the Direct Instruction method), club, culture and community. Projects to enhance economic opportunity have included business development, reforms to the CDEP Program and improved employment services. The housing stream has focused on removing the barriers to private home ownership, normalisation of tenancy and programs to encourage home pride.

Community-driven aspirations of the initiative

The CYWR trial is an example of a policy and program reform agenda that has been shaped largely by an independent Indigenous think tank, rather than government policymakers. While the trial was not initiated by the participating Cape York communities but by the CYI, the design recommendations in CYI's report From Hand Out to Hand Up were developed following extensive consultations in the four communities.

The implementation of the trial has been led by a tripartite Project Board comprising senior officers from the Queensland and Australian Governments and the director of the CYI, Noel Pearson. This represents an unprecedented model of high level partnership between government and an Indigenous NGO in managing the implementation of a significant reform program. Nevertheless, the extent to which the participating communities have been engaged in and contributed to the direction of the trial has been a matter of controversy (FaHCSIA 2012c, pp.24-26). An elected council in one of the communities has actively opposed the trial, considering it an imposition on the community.

Some elements of the trial enable strong community participation and leadership, consistent with trial's aim of restoring Indigenous authority. For example, the FRC is a legislative body with significant community participation in the form of the pool of Local Commissioners who convene conferences with community members. The evaluation of the trial found that the level of empowerment and the role of these individuals in leading normative change and influencing the service delivery system was a significant positive outcome of the trial (FaHCSIA 2012c, pp.49-51).

Many of the programs and services delivered under the trial are predicated on the principles of individual responsibility, as an antidote to passivity and welfare dependence. The strong degree of take-up by community members of many of the opportunities offered by the trial (such as money management programs, Student Education Trusts and wellbeing services) has been seen as a positive indicator of the trial's goal of reinforcing behaviours that reflect individual responsibility for improving one's life.

Reported outcomes

The CYWR trial evaluation (FaHCSIA 2012c) reported positive progress in achieving its goals such as increased school attendance, encouraging and assisting community members to better meet the needs of

their children and families and engendering positive norms around individuals and families taking responsibility and pride in their housing. Less progress has been made in the areas of economic opportunity and business development. The evaluation highlighted, however, that the trial was achieving subtle but fundamental shifts in behaviour that, if sustained and built upon, can be expected to yield significant longer term results (FaHCSIA 2012c, p.7). For example, improvements in school attendance and educational attainment will have life-changing implications for a new generation of children, while improved money management and a greater willingness to proactively take responsibility for addressing life challenges offers immediate hope for incremental improvements to adults' quality of life.

3.1.9. National Partnership Agreement on Remote Service Delivery (2009 – present)

Background and context

In 2008 the Council of Australian Governments (COAG) agreed to the National Partnership Agreement of Remote Service Delivery (RSD NPA). This NPA was one of a number of COAG agreements about 'Closing the Gap' for Indigenous Australians that arose out of COAG's National Indigenous Reform Agreement (NIRA). The NPA committed governments to implementing the approach in 27 Indigenous communities, which was later extended to 29 remote communities across WA, NT, SA, NSW and Queensland.

The RSD NPA can be seen as the result of an evolution of successive COAG initiatives since 2002 aiming to 'close the gap' in Indigenous disadvantage through enhanced and targeted investments in services for remote Indigenous communities and more integrated whole-of-government coordination arrangements. For example, the RSD NPA built on the work under the previous COAG trials (see section 3.1.5 of this paper) around place-based approaches and instituting whole-of-government coordination approaches. Unlike the open-ended nature of the COAG trials, the RSD NPA was more prescriptive about the planning and reporting frameworks and the whole-of-government operational arrangements that would underpin the process in the RSD sites.

Description

The RSD NPA is a place-based approach to the design and delivery of services and is aimed at ensuring Indigenous Australians receive and actively participate in services to close the gap in Indigenous disadvantage. The objectives that the RSD NPA, together with other relevant COAG agreements, will contribute to are:

(a) improve the access of Indigenous families to a full range of suitable and culturally inclusive services;

(b) raise the standard and range of services delivered to Indigenous families to be broadly consistent with those provided to other Australians in similar sized and located communities;

(c) improve the level of governance and leadership within Indigenous communities and Indigenous community organisations;

(d) provide simpler access and better coordinated government services for Indigenous people in identified communities;

(e) increase economic and social participation wherever possible, and promote personal responsibility, engagement and behaviours consistent with positive social norms (National Partnership Agreement on Remote Service Delivery 2008, clause 15) .

The main elements of the RSD model are:

- a place-based approach focussing on the 29 priority communities;

- the appointment of a Commonwealth Coordinator-General (an independent statutory position) and state and territory Coordinators-General (public servants who are not statutory positions);

- the establishment of Single Government Interfaces to coordinate services in each community, comprising a Regional Operations Centre staffed by Commonwealth and state/territory staff and a community-based Government Business Manager position (intended as a community-level 'single government interface') supported by Indigenous Engagement Officers;

- collection of baseline evidence to assist in planning and monitoring progress;

- development of Local Implementation Plans that allow for holistic and integrated approaches to address the multiple challenges facing communities.

The RSD is funded by the Australian Government ($187.7 million) and the participating states and the Northern Territory ($103.5 million) over five financial years ending on 30 June 2014.

The RSD NPA has a strong focus on evidence-based planning, measurement of outcomes and robust monitoring and reporting. Detailed baseline mapping of current services and gaps was conducted in all of the 29 sites to inform the development of the Local Implementation Plans. The LIPs contain a wide range of actions mapped against the eight Closing the Gap 'building blocks'. FaHCSIA administers an elaborate reporting system, including the LIP Tracker software, which tracks the status of the hundreds of individual commitments in the LIPs.

Community-driven aspirations of the initiative

The three principal areas of focus of the RSD NPA are to: enhance the services delivered to remote Indigenous communities to the same standard as comparable non-Indigenous communities; improve the level of coordination of service provision; and improve the level of engagement of Indigenous communities in the prioritisation and delivery of services. In relation to community engagement, the stated objectives of the RSD NPA also refer to improving community governance and leadership capacity in the target communities (see (c) above). In practice, the RSD process has been led by government, which has sought to engage representatives of the Indigenous communities, through Local Reference Groups, in the development of Local Implementation Plans setting out agreed priorities, actions and accountabilities for delivery. An innovative element of the program has been the employment by FaHCSIA of Indigenous Engagement Officers in each community, to act as an interface between community residents and service providers in relation to service delivery issues.

The development of community governance and leadership has been far less a focus for RSD than the priorities around enhancing services and improving coordination through the new 'Single Government Interfaces'. Some governance training has been delivered in regional locations and funding has been provided for youth leadership programs in some communities.

The fact that there has been a lack of focus in RSD implementation on the broader community-driven aspirations of the initiative is reflected in various comments and recommendations made in the six-monthly reports of the Coordinator-General for Remote Indigenous Services. For example, in his second report (December 2009-August 2010), the Coordinator-General recommended the development of a governance, leadership and capacity-building framework, tailored to the needs of the priority communities (CGRIS 2010, p.65) In his sixth report (April-September 2012), he recommended that government engage stakeholders to develop "agreed community development practice to facilitate a

consistent developmental approach that is appropriate to each of the Remote Service Delivery communities", which should be piloted and evaluated in one of the RSD communities (CGRIS 2012, p.3).

Reported outcomes

The RSD NPA is currently being evaluated by FaHCSIA. The initiative has incorporated a detailed reporting and monitoring framework to track implementation in the 29 target communities, and is also subject to independent monitoring by the Coordinator-General for Remote Indigenous Services, through his six-monthly public reports. Reported outcomes to date have been principally in the area of enhanced services and infrastructure in the target communities, many of which are the result of government investments under other National Partnership Agreements (e.g. for Remote Indigenous Housing), although the RSD NPA may have leveraged additional investments in some locations. Efforts to improve place-based coordination between service providers (including State/Territory governments, Australian government and the non-Government sector) appear to have had variable results. As indicated above, the Coordinator-General has raised issues about the level of community engagement and governance and capacity-building support during the implementation of the RSD NPA. It may be that there is an inherent tension between the core goal of quickly enhancing service delivery to close the gap in Indigenous communities and the other goals of enhancing engagement of the community in the service system, building governments' capacity for engaging and partnering with communities, and building the governance and leadership capacity of Indigenous communities themselves. These longer-term developmental goals seem to have suffered from the overriding focus on expanding services, ensuring coordination of government effort and reporting on outcomes.

3.1.10.   Ninti One Strengthening Community Research on Remote Service Delivery (2011)

Background and context

Ninti One is a not-for-profit company headquartered in Central Australia that is committed to finding solutions to the major challenges facing people in remote areas. It seeks to build opportunities for people in remote Australia through research, application of that research, outreach programs and training.

Ninti One was engaged by FaHCSIA to strengthen community research on remote service delivery (RSD) in the communities of Amata, Mimili, Ntaria and Yuendumu.   The project enables community members in RSD communities to build skills and capacity for future employment by taking an active role in learning about and conducting community research to monitor and evaluate progress against priorities in the RSD Local Implementation Plans (LIPs) [4].

Description

Under this project, Ninti One worked with members of each community on a particular research topic, chosen by them, in order to learn how to do research and to contribute through the research program to the implementation of LIPs under the Government's RSD strategy.

Participatory Action Research (PAR) methods were engaged to ensure the transfer of skills and understanding to all participants. A key element of the project was to build the skills and capacity of community members for future employment by enabling them to take an active role in learning about

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[4] For further information, see the Ninti One website: http://www.nintione.com.au/welcome-website-portal-ninti-one-limited/business/training-and-employment-aboriginal-community-res-0

and conducting community research. These community researchers were provided with training in participatory action research and development, including quality assurance processes so they could identify, capture, analyse, record and report on findings in a consistent manner.

Using the PAR methodology, the project team worked with community members to identify significant change factors and ongoing development strategies in their communities. Participants were guided and supported to identify key areas for development in their communities, based upon existing baseline data, Building Block priorities and the LIPs for the respective communities.

Community-driven aspirations of the initiative

This project was established with very clear community-driven development aspirations.   These included a focus on community engagement, skills transfer and community capacity development, a flexible and place-based approach to the research, partnering with relevant stakeholders and developing community understanding and skills to actively participate in government policy and local planning processes.

The evidence-based approach of the project also acknowledges that the engagement of Indigenous community researchers will ensure authentic engagement, expert consideration of community values, languages and other dynamics that often inhibit research conducted by external people. Perhaps more importantly, however, from a community development perspective, the process also builds community understanding and confidence in research, which provides new skills and capacity for Indigenous communities.

The approach of this project seems to meet numerous community-driven development principles to support a range of skill development, cultural positions, language, literacy and confidence, along with recognising and respecting the local and cultural knowledge of Indigenous community members.

Reported outcomes

Through the project, community members have gained an understanding of the current RSD policy environment and took the lead in designing research priorities that are valued by the community and inform policy directions and decision making for positive change (Osborne et al 2011, p.3). The remote community research teams are also providing a means of evaluating service delivery arrangements under the LIP and are assisting with community engagement in other RSD initiatives, in addition to developing work-ready specialist teams of researchers for other research and evaluation opportunities.

Specific outcomes of the project as reported on Ninti One's website[5] include:

- Training activities taking place;
- Full-time employment and part-time employment;
- Skills development in communication, monitoring and reporting, researching and understanding and presenting data;
- Increased governance and leadership roles for researchers;
- Growth in confidence of participants;
- Recognition of skills by members of community leading to work;

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[5] For further details, see: http://www.nintione.com.au/welcome-website-portal-ninti-one-limited/business/training-and-employment-aboriginal-community-res-0

- Providing a mechanism for local people to utilise their newfound skills in the LIP process;

- Providing an up-to-date and relevant picture of the community's aspirations and viewpoint;

- Providing community members a mechanism with which to moderate divergent community aspirations and identify key community development issues;

- Providing a model for attempting to manage and repair entrenched community conflict, disaffection and/or disengagement; and

- Providing a platform to develop a governance framework for Local Reference Groups.

The project highlights the benefits of community involvement in all aspects of research and local planning processes to build capacity in remote Indigenous communities.

3.1.11.   Stronger Futures in the Northern Territory (NT) (2011)

Background and context

Stronger Futures in the Northern Territory is a ten-year commitment by the Australian Government to work with Aboriginal people in the Northern Territory to build strong, independent lives, where communities, families and children are safe and healthy. The National Partnership Agreement (NPA) on Stronger Futures in the Northern Territory[6] sets out how the Commonwealth and Northern Territory Governments will work together to deliver the Stronger Future outcomes.

Stronger Futures was launched in 2011 and replaces the Northern Territory Emergency Response interventions. The *Northern Territory Emergency Response (NTER) Evaluation Report 2011* concluded that the measures introduced were improving basic services, infrastructure and safety in Indigenous communities; however, the outcomes for education, employment, housing, health and safety were still well below those for non-Indigenous people, even though they have improved since the start of the emergency response (FaHCSIA 2011, p.1).

Description

Stronger Futures seeks to improve the lives of Aboriginal people in the Northern Territory, particularly those living in remote communities and town camps, who experience much higher levels of disadvantage than anywhere else in Australia. The strategy aims to:

- help make communities safer and families and children healthier;

- help provide a quality education system;

- help to create jobs in communities;

- tackle alcohol abuse;

- improve the quality of housing in remote communities; and

- support the delivery of basic services to people living in outstations and homelands.

These outcomes are being delivered under the NPA through eleven supporting Implementation Plans to the Agreement, which set out funding and commitments in relation to health; schooling; community safety and justice; tackling alcohol abuse; child, youth, family and community wellbeing; housing;

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[6] For a copy of the National Partnership Agreement see:
http://www.federalfinancialrelations.gov.au/content/npa/community_services/stronger_future_NT/National_Partnership.pdf

municipal and essential services; Alice Springs transformation; remote engagement and coordination; jobs; and COPE payments.

Stronger Futures legislation was also introduced to complement the strategy, with a focus on addressing alcohol abuse and the damage it causes, ensuring that children go to school every day to get a decent education, protecting people against exposure to sexually explicit or very violent material, and continuing to improve the availability of fresh, healthy food through community stores licensing. This raft of legislation commenced in July 2012[7].

A key element of Stronger Futures involves building the capacity of local Aboriginal organisations to deliver services to their local communities, which will create local jobs and ensure service delivery is tailored to meet local needs. The Enhancing Communities program being implemented under Stronger Futures seeks to build local capacity and improve governance of local organisations. It is intended to assist local Aboriginal organisations to become involved in the delivery of community services and provide increased opportunities to develop personal, family and community leadership (FaHCSIA 2013b).

Another key element is the establishment of Remote Engagement Teams to work with Aboriginal communities to deliver more targeted services under Stronger Futures that meet the needs of individuals and families in each community. The objectives of the Remote Engagement Teams are to:

- improve engagement with communities by establishing an on-the-ground presence of remote engagement officers (consisting of Indigenous Engagement Officers and Government Engagement Coordinators);

- provide overview of the effectiveness of the local service system and coordination of regional and local planning processes; and

- provide a skilled workforce that lives and works in remote communities building two-way relationships with communities to improve the way stakeholders work together to get things done (FaHCSIA. 2013c at p.5).

The Australian Government has also committed to increased accountability and transparency under Stronger Futures, which includes six-monthly reporting on the implementation and delivery of the strategy.

Community-driven aspirations of the initiative

A key message from the Stronger Futures consultations held in 2011 was that Aboriginal people wanted improved face-to face relationships with government so that government can work more closely with them and for their views to be more actively conveyed to government. The Stronger Futures response is the establishment of Remote Engagement Teams, which is expected to strengthen the Government's relationship with Aboriginal people and ensure services and programs are more targeted to meet the needs of the community. This approach would also ensure Aboriginal people have someone in their community who can tell them about the range of programs and services available to support them (FaHCSIA 2012b, p.7).

Not all commentators agree that agree that Stronger Futures is the means to deliver on these outcomes. Phillips argues that "Stronger Futures notes the importance of community capacity and leadership, but it

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[7] For further information see FaHCSIA website at: http://www.fahcsia.gov.au/our-responsibilities/indigenous-australians/programs-services/stronger-futures-in-the-northern-territory/additional-information-on-stronger-futures-legislation

also emphasises government-led solutions. A genuine commitment to community capacity and partnership means moving beyond mere consultation. It involves the government supporting Aboriginal people to develop the capabilities, and allowing them the opportunity, to identify their own issues and design their own solutions. Furthermore, it involves the government investing in and providing coordinated logistical support to these solutions" (Phillips, J. et al 2011, p.64).

This focus on community engagement and building the capacity of community members and organisations to participate in the planning and delivery of services is a crucial element of good community development practice. There were more than 470 consultation meetings in over 100 hundred towns and Communities in developing the Stronger Futures strategy. This is in stark contrast to the previous NTER approach, which was largely an interventionist 'emergency' response, imposed on Indigenous communities with little or no consultation in its planning or delivery. It is expected that this new community-driven focus will promote improved and more sustainable outcomes for local Indigenous communities under the Stronger Futures strategy.

The ten year commitment of Stronger Futures acknowledges that long term efforts are required to build strong communities, where individuals, families and children are safe and healthy. A stable and long term engagement with community must be a central tenet of any community-driven development approach, to ensure it builds both the trust and capacity of community members to maintain an active involvement in the initiative.

The strategy's focus on strengthening Aboriginal governance is also consistent with EDP principles, with funding being provided to Aboriginal Peak Organisations to employ Aboriginal people to provide capacity-building services to Aboriginal organisations. This will build capacity in Indigenous community organisations so local community members can have a greater role in designing and delivering services that are important to them.

Reported outcomes

This first six-monthly Stronger Futures progress report has been published for the period from July 2012 to December 2012 (FaHCSIA 2012b). The report outlines the goals that have been set and what programs are being implemented to achieve them. As the strategy has a long term focus and has only recently been implemented, there are few concrete outcomes that can be attributed solely to the Stronger Futures strategy.

3.1.12. *Connected Communities Strategy (NSW) (2011)*

Background and context

In May 2012, the NSW Department of Education and Communities launched the *Connected Communities Strategy (CCS)* to improve outcomes for children and young people living in a number of complex and disadvantaged communities throughout NSW.   The strategy sought to make a definite break from past endeavours to drive improved educational outcomes for Aboriginal children and young people, recognising that one size does not fit all for Aboriginal education and create a new strategy. The CCS Strategy was informed by advice from the Aboriginal Education Consultative Group (AECG), a broad consultation process with key stakeholders and research about extended service schools and place-based approaches to service delivery and community development (NSW Government 2011, p.2).

The CCS positions schools as community hubs and broadens the influence of the community and school leadership, to play a role in the delivery of key services and in supporting children and young people from

birth through school into further training, study and employment. The strategy will be implemented in 2013 in up to 15 NSW public schools and will be co-designed at the local level with each community, based on information from a comprehensive community profile including input from the community concerning the current strengths within the community and the community's vision and aspirations (NSW Government 2011, p.4).

Description

The strategy establishes schools as the centre of the CCS communities, delivering services that respond to local needs in order to improve student learning, community wellbeing and social outcomes through effective leadership, good governance and genuine community partnerships. The CCS has eight guiding principles as outlined in the CCS Discussion Paper 2012, including:

1. Early positive intervention with children and families.
2. Explicit teaching and relevant, engaging, intellectually stimulating and culturally inclusive curriculum.
3. Good governance and effective leadership.
4. Flexible staffing arrangements and school organisational structures.
5. Engagement and connection with parents/carers and the local community.
6. Work that is in partnership with the community, and which includes joint responsibilities, accountabilities and decision-making.
7. A place-based integrated service delivery model, which includes government and non-government agencies and community leaders in the design and delivery of the strategy.
8. Extended learning opportunities and real job pathways (NSW Government 2012, p.3).

The CCS has a strong focus on governance and leadership. Each Connected Communities school has an Executive Principal appointed for 5 years who reports to the Director-General of the Department of Education and Communities. These Executive Principals will appoint a Community Engagement Leader, an additional executive position for an Aboriginal person to assist with facilitating links between the school and the community, who will also act as a cultural mentor to the Executive Principal and school staff. The Executive Principal will also appoint a community member, endorsed by the community, to teach Aboriginal culture and language. A School Advisory Council will also be established for each school to provide advice to support the delivery of quality education and training.

Other key features of the CCS as outlined in the CCS Strategy include:

- Cultural awareness (Connecting to Country) delivered locally for all school staff;
- Teaching Aboriginal language and culture;
- Additional school executive position – Leader: Community Partnerships;
- Early years focus through to further learning and employment;
- Personalised learning plans for all students;
- Schools as a hub for service delivery;
- Early intervention and prevention focus;
- Partnership and co-leadership with the Aboriginal Community; and

- Partnership with a University and a TAFE Institute (NSW Department of Education and Communities 2011, p.3).

Community-driven aspirations of the initiative

The NSW Government has acknowledged the need for community ownership of the CCS in order for it to be successful. To this end, it has undertaken early and extensive community consultation and information sharing, to facilitate community influence over the design of the strategy and to build community ownership and support. The strategy seeks to establish genuine community partnerships, where participating schools will actively listen to community and co-lead the strategy with community (NSW Department of Education and Communities 2011, p.4).

This emphasis on community involvement in the strategy from its initial design through to implementation aligns well with the principles of community-driven development. In addition, the place-based management approach where the schools will become community hubs to deliver a range of services from birth, through school, to further training and employment is consistent with many of the principles of EDP outlined in section 2.1 of this report.

Reported outcomes

There are no clear outcomes to date as the CCS is still in its early stages of implementation, with the recruitment of key school leadership positions expected to continue during 2013. The NSW government considers the three keys to the successful implementation of the CCS will be dependent on:

- Effective leadership

- Good governance, and

- Genuine community partnerships (NSW Department of Education and Communities 2011, p.4). The CCS includes provisions for a rigorous evaluation framework that will include milestones, targets, key data and measures, and a collection and reporting schedule, as well as a proposed methodology for the data analysis. This will include an independent evaluation and review after three years, which may result in the expansion of the strategy or its redevelopment based on lessons learned from the schools and their communities.

The NSW Government has undertaken further community consultations and school community information sessions since the CCS strategy was launched, highlighting its intention for a community consultative, if not a community-driven implementation process.

3.1.13. *Remote Jobs and Communities Program (2013)*

Background and context

The Remote Jobs and Communities Program (RJCP) is a new Australian Government initiative that will start on 1 July 2013 that seeks to ensure people in remote communities will have a central role in the way their local employment and community development services are developed and delivered. The RJCP will support people to build their skills and get a job or to participate to their capacity in activities that contribute to the strength and sustainability of their communities. It will apply in 59 regions across the country that have been designated as remote areas under the program[8].

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[8] See map showing the 59 RJCP remote regions across Australia.
http://foi.deewr.gov.au/system/files/doc/other/staticmapsremoteregionsjan13final.pdf

The design of the new program followed nation-wide consultations by the government about the current system of Job Services Australia (JSA) providers in remote Australia. As outlined on the DEEWR website[9], the RJCP will roll-up existing employment and community development programs for remote areas, including: Job Services Australia (JSA); the Disability Employment Service (DES); the Community Development Employment Projects (CDEP) program; and the Indigenous Employment Program (IEP). There will be a single service provider with a permanent presence in each of the 59 regions, resulting in single point of contact for job seekers and employers, along with a greater focus on adapting activities to local requirements and opportunities.

Description

The RJCP reforms aim to provide a more streamlined and flexible employment service in remote Australia. Key features of the new program as outlined on the DEEWR website[10] will include:

- employment and participation activities, including personalised support for job seekers;
- the Remote Youth Leadership and Development Corps (Youth Corps) to help young people move successfully from school to work;
- providers and communities working together through the development of Community Action Plans to identify the strategies and resources needed to overcome barriers to employment and participation; and
- the Community Development Fund to help communities build strong social and economic foundations.

Community Action Plans (CAPs) are central to the new RJCP program, as they will be the key community engagement mechanism for service providers in each of the 59 remote RJCP regions. In developing the plans with RJCP providers, community residents will be able to identify issues and opportunities, come up with local solutions and plot a course for longer term change (Australian Government (DEEWR 2013 p.1). The CAPs will ensure that RJCP providers, other service providers, business and government are clear about how communities view local needs and opportunities. The CAPs are intended to be living documents that are reviewed at least annually.

The Community Development Fund (CDF)[11] has been established to support social and economic participation across the 59 RJCP remote regions through a wide variety of activities and services that will benefit:

- remote communities by supporting community development and social and economic participation for RJCP participants; and
- remote job seekers by creating employment opportunities and innovative approaches to recruiting, employing and retaining job seekers, particularly Indigenous people, women, young people and people with a disability (Australian Government (FaHCSIA 2013a, p.5)

The Australian government has allocated $237.5 million over five years for projects that are consistent with priorities set out in the region's CAP. To encourage innovation and new investment in remote communities, a wide range of organisations are eligible to apply for CDF funding including remote Indigenous community organisations, local councils, non-government organisations, local employers as well as RJCP providers. Funding applications will be assessed through a national competitive grant

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[9] See information on DEEWR website at: http://deewr.gov.au/remote-jobs-and-communities-program
[10] See information on DEEWR website at: http://deewr.gov.au/remote-jobs-and-communities-program
[11] See FaHCSIA website for program information on the Community Development Fund. http://www.fahcsia.gov.au/indigenous-australians/grants-funding/community-development-fund-remote-jobs-and-communities-program

process, with final decisions made by the Minister for Families, Community Services and Indigenous Affairs.

Community-driven aspirations of the initiative

Under the RJCP reforms, remote communities should have a stronger say in how employment and community development services are developed and delivered within their local area. Working together, local people and providers will set priorities and goals through the CAPs developed for each region and the CDF will support projects that are consistent with these plans and align with community priorities.

The reporting arrangements for the CAPs also seem to support the idea of accountability back to the community, with RJCP providers required to report every six months on the progress of strategies outlined in the CAP (the 'CAP health check'), including whether participation activities and employment outcomes have aligned to the CAP. There will also be an annual assessment against the key performance indicators that measure the region's progress towards the priorities outlined in the CAP, which will be made available to communities. Monitoring of the RJCP provider's performance will be further supported through regular on-the-ground feedback, including consultation with communities on the performance of the CAP and their level of engagement in the RJCP model (FaHCSIA 2013, p.v).

The RJCP reforms therefore hold significant promise if the community-driven development aspirations of the program are reached through an effective implementation process. As with most community development initiatives, however, successful implementation will hinge on the intentions and capacity of the delivery organisations, RJCP providers, in delivering on these aspirations.   The government's approach of awarding RJCP contracts to service providers that are partnering with Indigenous community organisations arguably sets RJCP up for success in this regard.

Reported outcomes

There are no clear outcomes to date as the program will only commence on 1 July 2013. Some issues or concerns raised by stakeholders in relation to the program to date include:

- Significant delays to the announcement of RJCP providers, resulting in scepticism about whether they will be operational from 1 July 2013.
- It is unclear how the RJCP will streamline activities for employers, who may need to deal with RJCP providers in relation to employees/jobseekers in remote areas, along with existing JSA's for jobseekers residing in non-remote areas. This may mean that employers have to apply across different funding programs to run a single program for jobseekers/employees from both areas.
- Funding under the CDF is supposed to be linked to priorities in the CAPs; however, the first funding round for the CDF closes on 21 June 2013 and the CAPs will only be developed later in the year.

3.1.14.   OCHRE (NSW) (2013)

Background and context

OCHRE is the NSW plan for Aboriginal Affairs that was drafted in response to recommendations of the Ministerial Taskforce on Aboriginal Affairs, the NSW Auditor General and NSW Ombudsman. The Taskforce investigated how to improve outcomes for Aboriginal people in education and employment, service delivery and accountability. It comprised seven NSW Government Ministers, four Aboriginal community leaders and senior public servants and undertook comprehensive consultations in 2012, receiving feedback from 2,700 people across NSW (NSW Department of Aboriginal Affairs 2013b, p.1).

OCHRE stands for Opportunity, Choice, Healing, Responsibility and Empowerment and is symbolic of Aboriginal communities' deep connection with Country. The plan includes reforms to support students to stay at school and transition to work, build local decision-making skills in communities, and ensure government and communities are more accountable for government spending. It is a long term strategy that seeks to ensure Aboriginal people are at the centre of government decision-making to ensure sustainable change.

Description

The key aims of OCHRE, as outlined in its executive summary (NSW Department of Aboriginal Affairs. 2013b, p.1) are to:

- Teach more Aboriginal language and culture to build people's pride and identity;
- Keep more Aboriginal students at school;
- Support more Aboriginal young people to get jobs that are fulfilling and sustainable;
- Grow local Aboriginal leaders' and communities' capacity to drive their own solutions;
- Focus on creating opportunities for economic empowerment;
- Make Government and communities more accountable for the money they spend.

OCRE outlines a number of initiatives including:

- Connected Communities (see section 3.1.12 of this report for further details)
- Language and Culture Nests – to create learning pathways for Aboriginal students, teachers and community members, including through teaching Aboriginal language in schools.
- Opportunity Hubs – to provide Aboriginal students with clear pathways to real jobs by coordinating local opportunities including employment, mentoring, scholarships, internships and volunteer work
- a Local Decision Making model – building the capacity of Aboriginal communities to make decisions about their own futures by giving them a genuine voice in influencing government service delivery (NSW Department of Aboriginal Affairs 2013a, p.4).
- an independent Aboriginal Council chaired by a Coordinator General – to broker cross-agency solutions and create stronger accountability of both Government and community.

Community-driven aspirations of the initiative

Perhaps the most important aspects of OCHRE in terms of promoting community-driven development is OCHRE's acknowledgement of the need to involve Aboriginal people at the heart of decision-making processes that concern them. To this end, OCHRE seeks to develop the capacity of local Indigenous leadership and decision-making processes and seeks to strengthen cultural links through the teaching of Aboriginal language in schools.

OCHRE is proposed as a long-term strategy for positive change. It has a strong focus on accountability and performance monitoring, as well as being evidence-based and including community engagement in its design and implementation. These are all important aspects of community-driven development. Like all such initiatives, however, its ultimate success or failure will be determined by the implementation process and whether true partnerships and community engagement can be sustained over the longer term throughout its implementation.

Reported outcomes

There are no clear outcomes to date as OCHRE was only launched in April 2013.

Underpinning OCHRE, however, is a new accountability framework that will embed a strong Aboriginal voice in design and delivery, improve coordination and oversight and ensure targets are meaningful and regularly and publicly reported on.

3.2 PROGRAMS AND STRATEGIES INITIATED BY INDIGENOUS COMMUNITIES

3.2.1. *Ngaanyatjarra Pitjantjatjara Yankunytjatjara Women's Council (NPYWC) (Aboriginal Corporation) (SA, WA, NT) (1980 - present)*

Background and context

Ngaanyatjarra Pitjantjatjara Yankunytjatjara Women's Council (NPYWC) is an Aboriginal, community-controlled organisation dedicated to improving the health and well-being of approximately 6000 Anangu (Aboriginal) men, women, and children living in the Central Australian region. Its land covers 350,000 square kilometres of the remote tri-state area of Western Australia, South Australia and the Northern Territory.

NPYWC was formed in 1980 to provide a voice for women who felt that their views were ignored during consultations over land rights during the late 1970s. The Council members' determination to improve the quality of life for families in the region continues to drive the organisation today (NPY Women's Council 2010, p.1)

Description

NPYWC began as a voice for women in the tri-state central desert region, and is now a major service delivery organisation for Anangu and Yarnangu, while maintaining its role as a vocal advocate and lobbyist on behalf of members. It provides services that government agencies do not wish to deliver directly in the remote NPY communities (NPY Women's Council 2010, p.1). It remains a strong voice for its members on issues such as substance abuse, domestic and family violence, child protection, policing and other safety issues, and the needs and aspirations of young people.

Programs include the highly regarded Domestic and Family Violence Service, Tri-state Disability Service, Aged Advocacy and Support, Carer Respite Service, Ngangkari (traditional healers), and the Youth and Child Nutrition Programs. Around three hundred women work in fibre art and other products including bush medicine and beanies to sell to Tjanpi (grass) Desert Weavers, the NPYWC social enterprise. Staff may either be based in the region or undertake extensive travel in order to do their work.

As outlined in its 2011-2012 Annual Report, NPYWC objectives are to:

1. provide a forum for Ngaanyatjarra, Pitjantjatjara and Yankunytjatjara women to discuss their concerns;

2. assist and encourage representation and participation of women from the Naanyatjarra, Pitjantjatjara and Yankunytjatjara region on local, regional and other relevant bodies;

3. help individual women and girls to achieve further training, education and employment;

4. establish, provide and or promote services to improve the health and safety, education and general well-being of people in the Ngaanyatjarra, Pitjantjatjara and Yankunytjatjara region;

5. establish, provide and promote the artistic and cultural interests of Ngaanyatjarra, Pitjantjatjara and Yankunytjatjara women;

6. promote and support the achievements and authority of Ngaanyatjarra, Pitjantjatjara and Yankunytjatjara women;

7. gather and provide information about issues of importance to Ngaanyatjarra, Pitjantjatjara and Yankunytjatjara women and to the broader community;

8. promote and encourage the law and culture of Ngaanyatjarra, Pitjantjatjara and Yankunytjatjara women;

9. support and encourage other women and organisations who work towards similar aims (NPY Women's Council 2012, p.2).

Community-driven aspirations of the initiative

NPYWC's approach is deeply rooted in a community-driven ethos and is founded on flexible service delivery, working in a familiar context, programs that come from an identified need in the community, collaborative case work and community development (NPY Women's Council 2010a, p.9).

In addition, the NPYWC adopts the ethos of "Working Malparara Way". Malpa is the Pitjantjatjara word for friend and Malparara translates as working hand in hand. This usually involves "a senior local Anangu person with the cultural authority, wisdom and respect working alongside a non-Aboriginal person with the relevant professional skills". NPYWC recognises that working this way "optimises the skills and experience of each worker with the ability to learn and share with each other" (NPY Women's Council 2010a, p.11).

An example is the NPYWC Child Nutrition Program, which has a different service delivery approach to many programs in that it is: holistic rather than just focussed on nutrition as a health issue; flexible in responding to a range of needs (because the Program is not constrained by the boundaries of a single function); family and community focussed; and accountable to its member communities (NPY Women's Council 2010a, p.23).

One of NPYWC's other key advantages is the development over time of the members' ability to consider and analyse policy issues, deal with government and other external agencies and advocate on their own behalf (NPY Women's Council 2010, p.1). This is an important part of any community development approach, where the transfer of knowledge and building community capacity is the key to a sustainable future. NPYWC is a real 'community' organisation with a local community ethos and community purpose in working for change within its communities and it is therefore a good example of a community-driven development approach.

Reported outcomes

The NPY Women's Council won the Indigenous Incorporated category at the 2012 Indigenous Governance Awards for its strong leadership in promoting the health, safety and culture of women in the Ngaanyatjarra, Pitjantjatjara and Yankunytjatjara lands.

Numerous, more specific program outcomes are reported in the program reports and research articles published on the NPYWC website[12].

3.2.2. *Kowanyama Aboriginal Land and Natural Resources Management Office (Qld) (1990 – present)*

Background and context

Kowanyama Aboriginal Land and Natural Resources Management Office (Lands Office) has been operated by the Council and Traditional Owners since 1990. Establishment of the Lands Office was a direct result of the self-governance movement and Kowanyama's concerns over mining, and both recreational and commercial fisheries issues. Kowanyama pioneered the concept of Aboriginal controlled land management agencies in Australia and is regarded as a leader in Aboriginal land management (KALNRMO 2008, p.7).

Description

Kowanyama's vision was clearly stated by an Elder at the 1993 'Mukarnt Planning Retreat':

> *"We want to see our country healthy. Waterholes still with waterlily and lagoons healthy. We want to see our country looking beautiful ...like it was when we first had it. We don't want it to be run down and buggered up altogether. We want to make sure that young children say, this is what the old people used to tell us about." Colin Lawrence - Uw Ogkangand Elder*

According to the Lands Office, "This simple and very concise statement embodies the principles of sustainable management of 'country', intergenerational equity, and cultural and biological diversity about which much has been said in the developing world of recent times" (KALNRMO 2008, p.11).

The Lands Office is a department within the Kowanyama Aboriginal Shire Council. Its programs are developed in close consultation with the Traditional Owners and then formally ratified by the elected Council.

The Lands Office charter is "to promote and facilitate the Aboriginal management of the natural and cultural resources of Kowanyama land and sea country by the Kowanyama people." The Lands Office runs a series of programs that include:

- Cultural Heritage Maintenance;
- Oral Histories;
- Native Title and Land Tenure;
- National Park Management;
- Wetlands Management;
- Pests and Weeds Management;
- Animal Health;
- Recreational Fisheries Management;
- Coast and Waterways Management and Surveillance;
- Fire Management; and

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[12] See: http://www.npywc.org.au/

- Human Resource Development (KALNRMO 2008, p.12).

Community-driven aspirations of the initiative

The Lands Office is a rare example of a community-driven development initiative that has been sustained over more than 20 years, surviving the vagaries of changes in government policy and funding frameworks. The consistent funding support through the Kowanyama Council and its strong governance involving local Traditional Owners would appear to be fundamental to this sustainability.

The Lands Office's operational programs are supported by a Capacity Building Sub Program, which "seeks to further develop the capacity of the Kowanyama people to achieve sustainable management of its natural and cultural resources by: strengthening systems for planning and management; recruiting and training appropriate staff; providing appropriate infrastructure and equipment; and obtaining appropriate technical input" (KALNRMO 2008, p.14).

Reported outcomes

The Lands Office reports successes across its "four core fundamentals. Namely, building on the sustainability of our social, economic, environmental, and cultural way of life" (KALNRMO 2008, p.14). In these domains, the Lands Office reports the following successes:

Social

- The creation of leading natural resource management on Cape York Peninsula.
- Further engagement with government and non-government organisations.
- Ongoing knowledge transfer including English and vernacular language dictionaries for school and community use.
- Engagement of outside technical expertise and relevant research benefi ting local programs.
- Creation of jobs independent of the Community Development & Employment Program (CDEP).

Economic

- A change in culture where employment is now sought and respected.
- The community supports sustainable low impact tourism, and government policy and research programs which complements the Lands Office strategy.
- The Lands Office is recognised as leader in sustainable Aboriginal management of resources and culture.
- Fee for service and camp revenue, funds two positions in the office.

Environmental

- A better sustainable environment in the surrounding area of Kowanyama through reduction of pests and weeds and ongoing management of flora and fauna.
- Development of a Wetland and Water Quality Monitoring Manual and ongoing training in monitoring and evaluation of wetland health.
- Regional collaboration by way of discussions with Pormpuraaw Traditional Owner and other community groups regarding nursery stocks of threatened aquatic plants
- Collaboration with government and non-government agencies in data sharing and skills transfer.
- Contributing to enforcement of commercial and recreational fisheries and local statute breaches

- The promotion of community resource management initiatives in Kowanyama's involvement in regional planning processes.

- Established the Kowanyama Land Information System (Geographic Information System) for Kowanyama Aboriginal Lands.

<u>Cultural heritage</u>

- Creation of a better Kowanyama to help develop and retain community members.

- Building a collaborative culture which shares knowledge to better Kowanyama's future with local, national and international groups.

- Strengthened Native American networks, cultural exchanges and dialogue.

- Continued the development of a Community Awareness Campaign.

- Strengthened Indigenous Australian Networks.

- Access and residence on homelands throughout Kowanyama Aboriginal Lands established as integral to management of remote Aboriginal lands and waters.

- Creation of protocols for collaborative research between traditional landholders, the Land Office, and scientists.

- Engagement in cultural awareness activities with service agencies: e.g. hospital, Flying Doctors Service, child safety and other state agencies.

The Lands Office credits its continued success to "its culture of community involvement, consistent strategy, operating transparency, Aboriginal self-governance, and accountability to its supporters and the Kowanyama community" (KALNRMO 2008, p.7).

A report by an ANU researcher noted that: "The Lands Office's efforts over more than a decade have developed from and reinforced the community's commitment to 'planning our future ourselves'. When government agencies and researchers approach Kowanyama seeking the community's involvement in their projects or activities, the Lands Office is able to assess these proposals rigorously in terms of their benefits and costs to the community. Often the response will be 'sorry, but we are busy working on our own priorities and getting involved with your project will only distract us'" (Baker 2001).

3.2.3. *Warlpiri Education and Training Trust (NT) (2005 – present)*

Background and context

The Warlpiri Education and Training Trust (WETT) was established in 2004 as a result of a mining agreement in the Northern Territory between Newmont Mining and the Warlpiri traditional owners, represented by the Central Land Council (CLC).   The Warlpiri people – in particular, the Warlpiri women – sought to ensure a lasting benefit from mining payments to the communities through education initiatives.

Under the renewed agreement, the WETT receives a proportion of mining royalties to improve education and training outcomes for Aboriginal people in the region. With these funds, the WETT has established a number of successful programs to achieve these education and training goals, including early childhood programs, youth and media projects, learning centres on Warlpiri communities and numerous other initiatives.

Description

The governance arrangements for the WETT provide a good model for integrating community aspirations with relevant external expertise as well as linkages with relevant government programs and funding. The WETT is administered by the Central Land Council (CLC), through a community development unit that was established to work with traditional owners to optimise the benefits from land use agreements and mining royalties. Under this model, the CLC consults Warlpiri to identify education and training priorities and then facilitates the development of projects with input from relevant project partners. These projects are considered and further developed by the WETT Advisory Committee, which includes a majority of representatives from the Warlpiri-patu-kurlangu Jaru Association (WpkJ – the peak Warlpiri education body) and representatives from the CLC, Newmont, Northern Territory Government, Commonwealth Government and some independent members with education expertise. Community consultation and engagement is fundamental in the approach taken to developing programs. Projects are then recommended to the Kurra Aboriginal Corporation, which is the trustee for the fund and makes all decisions about funding.

WETT aims to provide training and education projects consistent with Warlpiri aspirations, which supplement core government education programmes. There are five key WETT programs that have been implemented to date across the four Warlpiri communities. As noted by Limerick et al (2012), WETT receives in the order of $1.2 million a year and as at June 2009, had approved some $7 million over these five key program areas, which include:

1. *Warlpiri Language and Culture Support* – *is driven by strong Aboriginal aspirations for maintaining Warlpiri language and culture and aims to enhance two-way education in schools in each of the four main Warlpiri communities as well as a boarding school in Alice Springs. Small grants are available to schools for the conduct of country visits which include payments to traditional elders and field costs of conducting visits. An initial outlay was made for each of the schools to purchase a vehicle appropriate for undertaking visits. Small grants are available for producing Warlpiri language literacy resources.*

2. *Warlpiri Early Childhood Care and Development Program* – *a key area that community and experts agree is fundamental to long term health and community development. This is a significant program in terms of resources and expenditure and is built on an innovative partnership with an international aid agency. World Vision is the program manager and is allocated funds from WETT as well as it contributing its own funds. The Australian Government also contributes to the program by funding a World Vision worker. This is a multi-faceted program aimed at creating a healthy, safe and learning environment for preschool-age children from 0-5 years including such things as childcare and playgroups, nutrition programs, play grounds, family support, men's positive parenting and training of childcare workers.*

3. *Warlpiri Youth and Media Program* – *a partnership with community-based media organisations which provide diversionary activities for young people with an emphasis on media training. The program funds a coordinator based in the main Warlpiri community of Yuendumu who provides support to youth workers in the other communities, also funded out of the program. Working with youth is the focus with special programs for video, photography and music workshops. The program has attracted further in-kind support from the mining company and some equipment from the Australian Government. Three young men have progressed from the media training into jobs in the local community based media organisation.*

4. *Warlpiri Secondary Student Support Program* – *a smaller program that assists Warlpiri students attending high school. No community high schools exist so students must board away from home. Assistance is provided to give additional support such as to enable visits from family and travel for cultural reasons.*

5. **Warlpiri Learning Community Centre Program** – *funds have been provided for infrastructure in two communities which have no learning facilities other than the school. The centres provide library and computer resources and access to the internet as well as a space for learning activities such as workshops or training sessions* (Limerick et al 2012, p.115).

Community-driven aspirations of the initiative

The WETT is a true community-driven development approach, which was established by Indigenous community members in response to their concerns about creating an enduring legacy from mining operations on their native title lands. The key outcomes reported in the next section also highlight the strength of the WETT's community-based approach, which creates opportunities for Aboriginal involvement in decision-making processes, thereby facilitating greater control of their own resources. This approach supports the development of the community's governance capabilities to maximise the social, cultural and economic benefits from mining developments on their land.

The approach undertaken by the WETT and the CLC, encouraging traditional owners to apply royalty income to community development activities, has resulted in a strong sense of community ownership and support for the programs. Campbell and Hunt highlight the significance of this effective community engagement in both the design and implementation of these WETT programs:

> *Ownership is a factor in perceptions of benefit. Where people feel some level of ownership and control of the benefit, they are more likely to sustain engagement and build further development opportunities onto it. This underscores the importance of people understanding the decision-making processes that translate rent or royalty monies into activities with community benefit* (Campbell and Hunt 2012, p.10)*.*

This point is similarly identified by the evaluator of the CLC community development program, who noted:

> *Significantly, Warlpiri have compared the services provided with WETT funding to services provided through other organisations. People identified that other services did not operate in the same way and were of less value to them* (Kelly cited in Campbell and Hunt 2012, p.10)

The WETT model includes many of the community-driven development objectives identified in section 3.1 of this report, including: community ownership and involvement in the design and delivery of programs; facilitating and utilising locally appropriate governance structures; building an evidence-based approach and using external expertise to ensure activities are based on current best practice; taking a longer term approach to ensure sustainability of initiatives; and ensuring linkages with relevant funding and programs from government and other agencies, thus maximising the scale and impact of community development activities.

Reported outcomes

The success of WETT to date can be attributed to a number of core features, many of which are at the heart of community-driven development. Limerick et al acknowledged that while the delivery of the key WETT programs (as outlined above) are "not necessarily straightforward or without particular issues", the success factors, include:

- *Strong community based support and involvement through the governance structure. In this case WETT Advisory Committee has built upon an existing community based education lobby, Warlpiri-parlu-kurlangu Jaru, which has met regularly for many years to discuss and promote Warlpiri*

education initiatives in schools. Capacity has developed in this group to plan strategically and think in the long term. The members, all Aboriginal women who have experience in the education area, have the skills to agree on a vision of the future and furthermore articulate such within the community and garner support for programs.

- *External and expert advice is sourced from scholars and practitioners in the field of community development. Review and on-going input is sought to enhance programs based on experience from other places.*

- *There is a strong emphasis on consultation and engagement with Aboriginal community members on the ground in the design and implementation of the actual programs.*

- *Delivery of programs through partnerships with appropriate community based organisations with resources provided to ensure capacity within these organisations. Where appropriate organisations are absent, partnering with international community development organisations with experience with program delivery in developing nations such as World Vision.*

- *Careful design of programs that not only avoid the issue of substituting government responsibility but actually present as attractive opportunities for government to become involved and contribute additional funds and resources* (Limerick et al 2012, p.116).

The WETT project is a good example of how community-driven partnership approaches can result in longer term sustainable development for Indigenous communities. The long-term sustainability of this project has resulted in no small way from its truly community-driven approach, which ensures community priorities dictate the areas for action, with the use of external expertise and advice where necessary to ensure the success of the program and to promote capacity building within the community.

3.3 PROGRAMS AND STRATEGIES INITIATED BY NON-GOVERNMENT ORGANISATIONS

3.3.1. Telethon Institute for Child Health Research (1990 – present) (WA)

Background and context

The Telethon Institute for Child Health Research is one of the largest, and most successful medical research institutes in Australia, comprising a dedicated and diverse team of more than 500 staff and students. Established in 1990 by Founding Director Professor Fiona Stanley as an independent, not-for-profit organisation, the Telethon Institute was among the first to adopt a multidisciplinary approach to major health issues: clinical research, laboratory sciences and epidemiologists all under the one roof, to tackle complex diseases and issues in a number of ways.

One of the key research areas for the Telethon Institute centres on Aboriginal health[13].

Description

The Telethon Institute has a public commitment to working in partnership with researchers and Aboriginal communities and organisations to identify and address the social determinants that impact Aboriginal health and wellbeing. As outlined on the Institute's Aboriginal Health webpage, it works to achieve this in a range of ways and with a range of groups:

- The Aboriginal Collaborative Council Advising on Research and Evaluation (ACCARE) provides guidance and is the peak body for advocacy and discussions for Aboriginal issues relevant to

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[13] For further information, see: http://www.childhealthresearch.org.au/about-us.aspx

research and researchers at the Telethon Institute and in collaboration with appropriate external organisations. ACCARE provides guidance and advice on Aboriginal research conducted at the Telethon Institute.

- The Kulunga Research Network is working on preventative strategies to improve outcomes for children by bringing together an outstanding team of Aboriginal researchers to work on issues by translating research into policy. It is through the Western Australian Aboriginal Child Health Survey, undertaken at the Telethon Institute that provides a platform for research into Aboriginal Health.

- The Centre for Research Excellence in Aboriginal Health and Wellbeing (CREAHW) is funded through the National Health and Medical Research Council (NHMRC) grant awarded to the Telethon Institute.

- Related Projects: the Telethon Institute is involved in a raft of projects and programs that are committed to Aboriginal Health Research. These include the Developmental Pathways Project[14].

Through the CREAHW program, the Institute is undertaking a strategic program of intervention research that is focused on achieving radical and sustainable change for the Aboriginal community and improving the lives of Aboriginal people. The program is a unique validation of Aboriginal knowledge and demonstration of Indigenous methodology involving a multi-disciplinary team of Aboriginal and non-Aboriginal researchers, who will contribute to the body of knowledge, work transparently with the Aboriginal community and embrace Aboriginal culture and ways of thinking[15].

Through this work, the CREAHW program seeks to build capacity in the community and bridge the disconnect between researchers, service providers and the community in a practical and empowering way. History has seen significant issues, such as racism, perpetuated and become embedded in the Aboriginal community with a significant negative impact on health and wellbeing. The CREAHW investigators are seeking to change this cycle by listening and working in partnership with the community and investing energy and attention to get the best result for the community. This will require system change and involve investing time with decision makers in order to inform policy and practice[16].

Community-driven aspirations of the initiative

The Telethon Institute's approach to tackling Aboriginal health is characterised by strong partnerships with researchers and Aboriginal communities and organisations to identify and address the social determinants that impact Aboriginal health and wellbeing. This work exemplifies a community development approach to health that can be distinguished from the approach of many public health authorities. The Institute's commitment to developing Aboriginal researchers is an important contribution to building community capacity for locally-driven child health programs.

Reported outcomes

The Telethon Institute highlights several outcomes from its efforts to work in partnership with Aboriginal researchers and communities to better understand and address the complex factors affecting the health and wellbeing of Aboriginal children. The Institute's ground-breaking 'Western Australian Aboriginal Child Health Survey' is reported on its website as "one of the most comprehensive analyses ever undertaken of

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[14] See: http://aboriginal.childhealthresearch.org.au/
[15] See: http://aboriginal.childhealthresearch.org.au/centre-for-research-excellence-%28cre%29.aspx
[16] See: http://aboriginal.childhealthresearch.org.au/centre-for-research-excellence-%28cre%29/background,-goals-principles.aspx

these issues. Four volumes of findings and comprehensive recommendations have been published relating to health, social and emotional wellbeing, education, family and community"[17].

In addition, the Institute's "Start Stronger, Live Longer" resource kit, for Aboriginal health workers was developed through the Rio Tinto Aboriginal Health partnership with the Telethon Institute, by the Kulunga Research Network. This research centred on ways to improve Aboriginal child and maternal health, particularly through the support of Aboriginal health workers in their training and development. The resulting resource kit is a product of extensive focus group and interview sessions with Aboriginal people, community members and health workers. It has built on their experiences and ideas, with practical solutions targeted at improving the well-being of Aboriginal people and communities[18].

3.3.2. Healthabitat (1985 – present) (SA)

Background and context

Healthabitat is an Australian not-for-profit company with the goal of improving the health of disadvantaged people, particularly children, by improving their housing and the conditions of the living environment. This work began in 1985 with a project in the Anangu Pitjatjantjara Lands, North West South Australia with the aim to 'stop people getting sick'. The project research established the 'housing for health' methodology, which was regarded nationally as a yardstick for environmental intervention in Indigenous communities[19]. 'Housing for health' recognises the connection between a series of healthy living practices and the quality and condition of housing.

Description

The 'housing for health' methodology focuses upon a 'survey and fix' approach to improving housing functionality in Indigenous communities. It assesses to what extent the local community could be involved as participants in housing assessment and 'fix' work, and, most importantly, showed a clear link between improvements in housing functionality and key health indicators.

In 1999 the National Framework for the Design, Construction and Maintenance of Indigenous Housing adopted the 'housing for health' philosophy and the second edition of the National Indigenous Housing Guide (2003) was informed by data from all 'housing for health' projects up to that date. As its developer, Healthabitat owns the intellectual property within the 'housing for health' methodology.

The 'Fixing Houses for Better Health' (FHBH) program began in 1999 when ATSIC accepted a proposal by Healthabitat to assess and fix 1,000 houses nationally using the 'housing for health' methodology. FaHCSIA now funds the FHBH program to improve the condition of houses in Indigenous communities in rural and remote areas of Australia (FaHCSIA 2006, pp.24-27).

Community-driven aspirations of the initiative

Healthabitat is a not-for-profit organisation that strives to implement community-driven environmental health programs. The program is based firmly on a range of community-driven development principles, including: community participation in the projects – including the use of local Indigenous community members to undertake repair and maintenance work; skills transfer and capacity building to achieve sustainability of outcomes; and an evidence-based program design. The not-for-profit ideals of the

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[17] See: http://aboriginal.childhealthresearch.org.au/
[18] See: http://www.creahw.org.au/kulunga-research-network/start-stronger-live-longer.aspx
[19] See http://www.healthabitat.com/about-page/who-we-are

company are also a key feature of the Healthabitat model for achieving real outcomes for communities above profits. Any profits made go towards fixing more houses within the community.

Reported outcomes

Australia Unlimited (2011) reports that: "Since 1999 Healthabitat has delivered 188 projects across Australia and improvements to more than 7,400 houses. In the process, an independent health review of the work showed that the improved living environments reduced infectious diseases by 40 per cent. It's an incredible achievement by Healthabitat with their largely Indigenous workforce who credit their success to a simple but profound brief to 'stop people getting sick'."

The FaHCSIA FHBH evaluation report also concluded that the project appeared to be a significant success in the community, particularly in encouraging and developing the community's capacity in the area of housing maintenance and management. The presence of skilled and committed individuals was identified as a key element in its success, as was its fit with the state-funded housing renovation program (FaHCSIA 2006, p.108).

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4. KEY THEMES EMERGING FROM DESKTOP REVIEW

4.1   IMPACT OF CHANGES IN GOVERNMENT POLICY

Considering the government-initiated Indigenous development programs above in chronological order demonstrates the clear shifts in government Indigenous affairs policy in the past few decades. Programs such as CDEP, ATSIC Community-Based Planning and Community Justice Groups are firmly rooted in the principles of self-determination that prevailed in government policy from the 1970s to the late 1990s. The language, and indeed the delivery methods, of these initiatives reflect many of the key principles of Effective Development Practice summarised in section 2.1, at least insofar as they relate to community ownership and control over development processes. These initiatives were founded on the belief, which was strongly manifested in the very influential Royal Commission into Aboriginal Deaths in Custody report (1991), that sustainable Indigenous development could only occur once the shackles of repressive and paternalistic government policies gave way to the inherent right of Indigenous communities to determine and manage their own affairs. The underlying causes of Indigenous disadvantage and the various social ills that blighted Indigenous communities were considered to be rooted in the processes of colonisation and dispossession, which could only be reversed by restoring Aboriginal and Torres Strait Islander peoples' agency in determining their own futures. Hence, many programs and services were devolved to the Indigenous community level to be run by Indigenous community organisations and councils with significant flexibility and autonomy in the way they could be delivered.

By the early 2000s, however, it was clear that little progress was being made in overcoming Indigenous disadvantage. In fact, there were concerns that conditions in many communities were deteriorating. There was an increasing focus on governance and financial management deficiencies in many Indigenous organisations and concerns about service standards. Questions of nepotism amongst Indigenous leaders and organisations attracted widespread commentary. There were also concerns that Indigenous councils in remote areas were burdened with too wide an array of services, which was beyond their capacity to deliver.

In the early 2000s, the administrative reforms associated with 'New Public Management' were filtering through to Indigenous affairs, with a shift to competitive tendering of service delivery, along with a focus on systematic measurement of outputs and outcomes. The new orthodoxy was that the imperative for achieving mainstream standards of service delivery in remote Indigenous communities should be placed ahead of 'rights-based' considerations of self-determination. The pathway to overcoming Indigenous disadvantage was envisioned through services targeted at the gaps in Indigenous living standards and delivered to a higher standard under a strict framework of measurement and accountability for outcomes. Services and programs delivered by the original flagship for Indigenous self-determination, ATSIC, were progressively transferred to mainstream government agencies until the Commission was abolished in 2004. Delivery of services was put out to competitive tendering and contracts were increasingly entered into with larger non-Indigenous NGOs or private providers. This trend extended to programs such as CDEP.

These new directions in Indigenous affairs policy can be discerned in the language of the government initiatives starting in the early 2000s. The COAG trials and the Queensland Government's *Meeting Challenges, Making Choices* strategy turn the focus back on to the need for more rigorous planning and delivery of services that target the levels of disadvantage suffered by Indigenous people. The program literature reveals a shift from devolving delivery of services to the community level towards a model based on 'partnership' between government and community to identify and tackle priority issues. This language evolved into the concept of 'shared responsibility' or 'mutual responsibility'. Government policies and strategies such as the COAG trials and the National Partnership Agreement on Remote Service Delivery still include principles such as community engagement and participation, enhanced community governance and community capacity-building, but in the actual implementation of the programs the focus is more on delivering extra services, increasing efficiency and professionalism of service delivery and measuring outcomes in 'closing the gap'. Thus, any community-driven aspirations in these strategies are subsidiary to, and may even be undermined by, the core focus on government service delivery. The Ninti One project to strengthen community research capacity in central Australian communities has strong capacity-building ambitions, but even this work is framed by the context of contributing to a government-led agenda to develop and implement Local Implementation Plans setting out service priorities to address COAG's closing the gap building blocks.

At the outlying end of the Indigenous policy spectrum, strategies such as the Northern Territory Emergency Response (NTER) did not pretend to be based on community-driven principles and were unashamedly focused on a targeted intervention of additional services and government controls on welfare, alcohol and pornography.

It is possible to detect a swing in the pendulum back towards community-driven approaches in the new government Indigenous strategies and programs in the past two years. Stronger Futures in the Northern Territory seeks to redress some of the criticisms of the NTER, with a renewed focus on building the capacity of Aboriginal organisations and improving governance in communities. NSW's Connected Communities Strategy features a strong level of devolution to the community and a commitment to building community ownership and involvement in the design and delivery of the strategy. The OCHRE plan also aims to "grow local Aboriginal leaders' and communities' capacity to drive their own solutions" and includes a new Local Decision Making Model to facilitate this. Similarly, the NSW Ombudsman's recent recommendations about implementing the NSW Interagency Plan to Tackle Child Sexual Assault in Aboriginal Communities appear to recognise that government agency interventions will be ineffective without a greater focus on community development and capacity-building approaches.

The new Remote Jobs and Communities Program can be seen as a response to the failure of the contracted-out model of employment services in remote areas to achieve sustainable employment outcomes for Indigenous communities. Over the past decade, competitively tendered employment services (Job Services Australia) have come to be dominated by national non-Indigenous providers that have often struggled to build partnerships and deep engagement with the Indigenous communities they service in remote areas. The tendering process for the new RJCP model gave priority to providers who have stronger connections with Indigenous communities (with preference to Indigenous organisations themselves) and the implementation model for the program envisages deeper Indigenous engagement and community-based planning through Community Action Plans.

The Cape York Welfare Reform trial is a unique experiment that sits somewhat outside of these broader policy trends. It incorporates community-driven elements in the form of the Family Responsibilities Commission but its core philosophy envisages government and contracted service providers fundamentally reforming the service system to empower Indigenous individuals and families with the opportunities to choose positive life pathways. The reforms hope to establish the conditions whereby individuals and families will develop the capabilities to drive positive changes for themselves, their families and ultimately their communities. In attacking passivity and welfare dependence, the trial aims to unleash the latent potential in Indigenous communities. While the focal objectives are around things like individual responsibility, improved educational outcomes, participation in the real economy and private home ownership, the trial also hopes to motivate individuals towards increased volunteerism and community-mindedness.

4.2 THE CHALLENGE OF SUSTAINING COMMUNITY-DRIVEN APPROACHES

With the rapidly shifting government policy agenda in the past two decades, it is notable that many of the initiatives reviewed in section 3 have not been sustained for more than a few years. There is often a pattern of an initial burst of energy and enthusiasm, including around Indigenous community engagement and partnership, followed by a waning of the developmental or capacity-building goals over time. Fisher (2011, p.9) has pointed out that in the remote Indigenous service delivery environment, there tends to be a 'strategy ceiling' whereby broader strategic goals give way over time to management concerns around the complex business of planning and budgeting service delivery. Using the example of Shared Responsibility Agreements, he explains:

> *A flaw in the process of implementing agreements of this kind is that, after the initial high point of announcing and launching the policies themselves, it seems that the only place to go is down. Turnover of staff in key government positions, discontinuity in community members' interest in and understanding of the process, and a general drift of attention towards other business has the effect of diluting the importance of longer-term goals. In bureaucracies, there are few points scored for seeing through a program to a clear end point at its conclusion. New ideas are more highly prized, as if the culture of innovation espoused by management advisers has devalued the plain and simple delivery of results. At the same time, the implementation of programs of remote services is a complex matter, especially faced with the geographical challenges of remote Australia and the demands of working effectively across cultures. It is therefore not surprising that the business of remote services is frequently confined to the realm of management alone, with the original strategic goals diminishing in importance over time.*

But it is also the case that services are often defined solely by their budgets and the ability of providers to meet internal delivery targets within a particular time period. The supply of a service falls more within the bounds of management control than the messy and chaotic business of engagement with service users to achieve strategic goals (Fisher 2011, p.9).

Fisher considers this strategy ceiling as "the most important barrier to the prospects of achieving development approaches to remote services in Australia." He notes that the tendency of strategies to default back to a managerial focus is often expedited by reporting frameworks that focus attention on measuring service inputs and outputs, rather than strategic goals around community development (2011, p.10). Ultimately, the development aspects of programs are often not sustained.

By contrast, the most enduring and sustained community-driven initiatives reviewed in section 3 are the ones that are not so subject to the vagaries of government policy shifts, such as the Indigenous community-initiated projects (Kowanyama Aboriginal Land and Natural Resource Management Office, the NPY Women's Council and the Warlpiri Education and Training Trust) or those run by non-government organisations (Telethon Institute for Child Health Research and Healthabitat). These case studies reinforce the fact that community-driven initiatives require a longer, more sustained effort than that afforded by rapidly changing government policy and program frameworks, because their ongoing success is contingent on the time to slowly build the level of capacity in the community. Successful community-driven initiatives become self-perpetuating as early success is translated into further investments in the capacity needed to further succeed. For example, Kowanyama Lands Office's ongoing Capacity-Building Sub-Program illustrates this key ingredient for success.

The requisite time for a community-driven approach to become sustainable often seems to be absent in many government initiatives. Timeframes need to be set at a reasonable length to facilitate a flexible and incremental development process. This was a criticism raised in the Morgan Disney Report in relation to the COAG Trial Sites, many of which set ambitious targets that simply could not be achieved within the timeframe of the trial.

4.3 THE HOLISTIC SCOPE OF SUCCESSFUL COMMUNITY-DRIVEN DEVELOPMENT

A feature of the more sustainable community-driven development initiatives profiled in section 3 is that they tend to be holistic in nature, incorporating a suite of programs and interventions prioritised and designed by community leaders, rather than programs operating in isolation. For example, the breadth of scope of the respective suites of programs run by the Kowanyama Lands Office, the NPY Lands Council and the Warlpiri Education and Training Trust reveal a process of community-driven planning and prioritising that has ignored traditional bureaucratic boundaries and instead devised an integrated portfolio of programs tailored specifically to the community's needs. In doing so, these programs draw in and align a multitude of partners and stakeholders in the community behind a holistic and integrated plan.

While government service planning strategies such as MCMC, the RSD NPA and the COAG trials have also aspired to this level of integration, they are constrained by the fact that they remain fundamentally driven by government. They may seek to develop community plans that genuinely reflect Indigenous aspirations and integrate government effort across a range of service areas, but as government-driven initiatives, the resulting plans more often reflect government priorities and are structured around within

the constraining parameters of the prevailing bureaucratic boundaries. The LIPs being developed under the RSD NPA have been criticised as being too bureaucratic and lacking community ownership.

4.4 CAPACITY OF GOVERNMENT TO FACILITATE COMMUNITY-DRIVEN DEVELOPMENT

A recurring feature of evaluations of government programs and strategies with community-driven elements is that the challenge is not just in the capacity of Indigenous communities to lead and manage development, but in the capacity of governments themselves to facilitate effective community development processes. In 2004, the House of Representatives Standing Committee on Aboriginal and Torres Strait Islander Affairs (HRSCATSIA) reported on an inquiry into capacity building and service delivery in Indigenous communities in a report entitled *Many Ways Forward*. The committee's terms of reference were to inquire and report on strategies to build the capacities regarding service delivery of (a) community members (b) Indigenous organisations and (c) government agencies. The committee found, however, that the third term of reference, building the capacity of governments, was "the area in which the most significant effort was needed in order to facilitate capacity-building in Indigenous organisations and communities", so it presented its reports and recommendations in reverse order (2004, p.3). The report stated that "The Committee strongly believes that the lack of government agency capacity is a significant factor in the continued disadvantage of Aboriginal and Torres Strait Islander people" (2004, p.17). Government capacity issues relevant to development effectiveness that were highlighted by the Committee included:

- cultural responsiveness in both policy development and service delivery;
- the importance of first hand knowledge and understanding of Indigenous communities;
- difficulties of retention of staff on the ground;
- the need for appropriate community development courses as an induction for staff working in Indigenous communities;
- the need to place more field officers on the ground within communities;
- the importance of Indigenous-only 'identified positions' (HRSCATSIA 2004, pp.78-86).

The Committee paid particular attention to governments' emerging (at that time) commitment to the principle of government-community partnerships and noted that "the capacity of agency staff is particularly important for the establishment and maintenance of partnerships with Indigenous communities. The process of partnership building is complex and, in many cases, reliant on personal interaction between agency staff and Indigenous community representatives. Relationships can be critical to the success or failure of partnerships" (HRSCATSIA 2004, p.100). In this respect, cultural differences were noted between the "perceived impersonal approach of bureaucracies versus the personal reciprocity of Indigenous interaction." Ultimately, the Committee concluded:

> *In considering evidence it is clear to the Committee that the development of the capacities of government staff, in particular their communication and facilitation skills, and their understanding of cultural differences and local issues, are critical to the building of successful partnerships* (HRSCATSIA 2004, p.104).

4.5 INDIGENOUS COMMUNITY GOVERNANCE AND LEADERSHIP CAPACITY

The case studies demonstrate the unsurprising point that successful community-driven approaches to development require a well-developed governance and leadership capacity within the Indigenous community. Strong governance and leadership is a feature of all of the Indigenous-initiated programs profiled in section 3, whether it is the women of the NPY Council, the elders of Kowanyama or Warlpiri leaders with a strong commitment to education. Indigenous leadership is critical, but it is notable that success in these cases has also required strategic engagement with mainstream, non-Indigenous expertise and governance frameworks. Thus, the Kowanyama Aboriginal Land and Natural Resources Management Office harnesses traditional owner leadership within a mainstream governance model comprising a bureaucratic unit within the Kowanyama Aboriginal Shire Council. The NPY Women's Council's notion of working in 'Malparara way' epitomises the importance of the Aboriginal leaders working hand in hand with non-Indigenous experts to tackle issues that are priorities for the community.

In programs initiated by governments that are intended to have community-driven elements, community governance capacity is often the most problematic issue in implementation. The model for the RSD NPA, for example, relies on a strong Indigenous community representative body in the form of a Local Reference Group to engage with government in identifying priorities and negotiating a Local Implementation Plan. As noted in section 3.1.9, however, the Coordinator-General highlighted the lack of a framework for building community governance and leadership as a critical implementation gap for the RSD NPA. This issue emerged strongly in the implementation of RSD despite the fact that it was emphasised in the evaluation of the COAG trials (see section 3.1.5). Building community governance capacity seems to have been one of the most challenging implementation issues for all governments. This is a long-term process that requires a significant investment of time, effort and resources that has typically not been adequately provided for in new government program or policy frameworks. As discussed in section 3, new strategies such as Stronger Futures and the NSW Government's Connected Communities and Ochre strategies feature community governance building in their objectives and program documentation. Whether they will have more success in this regard than previous programs remains to be seen.

The challenge for governments seeking to facilitate community-driven approaches in Indigenous communities is that the past decade has actually seen an erosion of community governance capacity in many parts of Indigenous Australia, partly as a result of government policy. Structural changes that have reduced the opportunities for Indigenous Australians to participate in governance at both regional and community levels include the abolition of ATSIC and its regional councils and the replacement of community councils in the Northern Territory with the 'super shires'. Since the late 1990s, governments have moved away from underwriting Indigenous representative or policy advice structures in many areas, such as the Aboriginal Coordinating Council (Queensland), Indigenous Affairs Committee (Queensland) and Aboriginal Justice Advisory Committees (AJACs). The grass roots training ground in governance for many Indigenous people has traditionally been local Aboriginal service delivery organisations. Here too, as discussed in section 4.1, the past decade has seen government shift away from funding community organisations for service delivery, replaced by larger NGOs, regional organisations or private contractors. Noel Pearson has recently lamented that what governments have failed to understand in this process is that "while you can outsource government services, you cannot outsource leadership… This leadership must come from the people whose lives and futures are at stake. Mission Australia or some private provider that has own some temporary government tender to provide employment services to a community cannot provide the necessary leadership" (Pearson 2013).

The upshot of all these changes is that, since the demise of self-determination policy, there are fewer governance bodies on which Indigenous Australians can build their governance skills and experience. Moreover, there is less devolution of authority to the community level and therefore more limited opportunity for local Indigenous leaders to gain experience planning priorities, exercising power and managing resources. One of the principles of effective development identified by the Harvard Project for American Indian Economic Development is that Indigenous leaders must have "genuine decision-making power", whereby they can take ownership of both their governance successes and failures, which serves to heighten both their personal investment and their level of experiential learning (Cornell and Kalt 2002).

For new community-driven development approaches to succeed in Indigenous communities, addressing the community governance capacity gap will be a key challenge. This issue presents somewhat of a quandary for government. Without adequate governance capacity, risk-averse bureaucracies are reluctant to devolve decision-making authority to Indigenous leaders. Yet, governance capacity cannot be truly developed without entrusting Indigenous leaders with genuine authority to exercise locally. Furthermore, Indigenous people will be reluctant to participate in 'governance' opportunities if they perceive them as merely consultative or advisory in nature, rather than opportunities to exercise genuine authority. As several commentators have recently observed, Indigenous development in Australia is being held back by the risk-averse nature of government systems and practices (Havnen 2013; Shergold 2013). Reflecting on a decade's failure in Indigenous affairs, Peter Shergold (2013) has urged governments to "explore their appetite for risk, learn by doing and carefully measure the results. Let's be willing to use public funds to pilot new approaches, accept occasional failure and demonstrate successes."

In summary, this desktop review of a sample of relevant initiatives has led to the following broad observations regarding the previous application and current status of community-driven development approaches in the Australian Indigenous context:

- the centrality of community-driven development principles in government initiatives has waned since the self-determination era gave way to a focus on 'Closing the Gap' through an overriding focus on targeted service delivery and rigorous performance measurement;

- in the past decade, any community-driven development aspirations of government initiatives have tended to be framed in terms of Indigenous people participating in service delivery through 'partnerships' and 'shared responsibility' arrangements with governments and service providers, rather than through community control of services or devolved decision-making authority;

- a commitment to community governance and leadership development has continued to be part of the language of government policy and programs, but the mechanisms and strategies to achieve this have been problematic in practice. In fact, outsourced government service delivery models and the dismantling of Indigenous representative structures have eroded Indigenous community governance and leadership capacity in the past decade, making community-driven development more difficult to achieve;

- genuine efforts to build community governance and Indigenous leadership are challenging for governments because they require a level of devolution and innovation that runs counter to the risk-averse nature of political and administrative systems;

- the past two years have seen some new government programs and strategies place a renewed emphasis on building community governance capacity and empowering Indigenous leadership in program design and delivery;

- the most enduring and sustained community-driven initiatives have been those initiated by Indigenous communities or non-government organisations in partnership with Indigenous communities, as they are less affected by the vagaries of government policy shifts and are more likely to afford adequate time for long-term capacity-building to occur;

- sustainable community-driven development initiatives tend to be holistic in nature, incorporating a suite of programs and interventions prioritised and designed by the community in response to community needs and aspirations, rather than programs operating in isolation and framed within bureaucratic organisational boundaries;

- the capacity of governments to facilitate community development and community-driven methods remains a strong inhibitor to successful implementation of programs and strategies that aspire to community-driven development objectives.

These general themes resonate with the IDEI's preliminary list of key system conditions required for genuine community-driven development to thrive (as listed in section 2.1):

- the importance of development being **community-driven** in order to best meet community (as opposed to government) priorities and in order to be sustained over a period of time longer than government policy and funding cycles is illustrated in several of the case studies;

- the enhanced sustainability of a **whole of portfolio** approach featuring a holistic suite of integrated projects, as opposed to a fragmented and isolated program-focused approach, is particularly evident in the case studies of successful Indigenous-initiated development;

- **integrated partnerships** involving the complementary efforts of multiple, diverse stakeholders at the community level are a recurring design feature in new programs and strategies for Indigenous

affairs, and are particularly important to governments in their efforts to achieve whole-of-government coordination that is responsive to community needs;

- the absence of **systems to support a community-driven approach** has been frequently highlighted in evaluations of the government initiatives in explaining poor outcomes in community engagement and participation – commonly cited system issues include: lack of skills or cultural sensitivity of government staff to effectively engage Indigenous communities; inadequate timeframes for community capacity building; funding cycles that do not permit long-term planning; inflexible funding frameworks that curtail community initiative; unreasonably burdensome compliance requirements; reporting frameworks that elevate outputs over capacity-building outcomes; and competitive funding processes that favour large NGOs over community organisations and deter service providers from working collaboratively;

- the disjuncture or tension in some of the case studies between government expectations and objectives (often framed in terms of managerial considerations of outputs and cost effectiveness) and community goals and expectations around capacity-building, participation and community control demonstrates that achieving **end-to-end alignment** remains a major challenge for many Indigenous development initiatives.

The process of engagement with Indigenous, government and non-government stakeholders for the further development of the IDEI design will provide an opportunity to further explore the high-level observations from this desktop review. The perspectives of Indigenous community members and frontline practitioners will be particularly useful to round out the evidence base about what works and what doesn't in community-driven development in the Indigenous context.

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Indigenous Development Effectiveness Initiative (IDEI)

Desktop Review of selected international community-driven initiatives relevant to the Australian context

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Contents:

1. Introduction

1.1   Purpose and research method

The purpose of this paper is to provide a selection of international projects characterised by a community-driven approach. The intention is for this selection to be used as a resource for discussion and learning during the design phase of IDEI. The paper provides information on the context, implementation, community-driven aspirations and reported outcomes of each initiative. In order to ensure relevance, only those programs whose learnings have some relevance to discussion in the Australian context have been included.

The paper focuses on an examination of a range of mechanisms and systems that have been employed in the international setting to promote community-driven development. Particular challenges emerge among government, non-government and community entities when this approach is taken. Even so, despite contexts with great geographic, cultural and economic differences, certain conditions have emerged through the research that appear common to the success of each program This paper outlines some of the mechanisms developed by governments, communities and other agencies to accommodate this approach in a way that also promotes accountability.

The research method is a desktop review of selected projects. The projects have been selected to provide a wide range of possible systems for discussion. In most cases these initiatives have been independently evaluated, and the results of these evaluations have been summarised in the paper. In a few cases, particularly with new initiatives, there has not been sufficient time to determine the effectiveness of the approach.   These are only included if the approach is especially relevant to the Australian context, and/or if the international government context so closely parallels Australia that it warrants close examination (for example, the Whanau Ora initiative in New Zealand).

The format of this paper is case studies. Each will be divided into three sections: background of the initiative; description of the activity, including delivery systems and community-driven aspirations; and outcomes.

1.2 Summary of conditions and approaches common to successful programs

The case studies demonstrated that community-driven approaches are capable of improving the impact of development activities in disadvantaged communities. A number of common conditions for success may be extracted from this diverse group of programs, and these are summarised below. All contexts are unique, so that the balance and organisation of these conditions naturally differ from country to country, and from community to community.

In the programs covered in this paper, successful community-driven programs actively:

1. Build the capacity of communities to vision, plan, manage and collaborate.
2. Build the capacity of governments, service-providers, NGOs and other non-community actors to partner with communities in a manner that is integrated and culturally aware.
3. Devolve government decision-making to levels as close as practicable to communities, so that localised government and community organisations can build genuine partnerships for development.
4. Create aligned systems that support community-driven development rather than frustrate or obstruct it. Expectations, goals and objectives are aligned through each tier of government.
5. Develop centralised Program Support Functions (PSF) separate from community and government that act as facilitating/program quality mechanisms. They monitor community and government capacity, monitor program progress, form strategies to address gaps, assist in community planning as needed, and manage program funds in trust. The PSF acts as a conduit, facilitating constructive communication between all stakeholders.
6. Provide a single point of contact for government at community level. This could be leadership of a devolved government body, an added role of the PSF, or a representative government ministry, depending on the program framework.

1.3 Summary list of selected initiatives

- 2.1 Miawpukek First Nations Funding Agreement (Canada)
- 2.2 Department of Housing and Urban Development Block Grants (United States)
- 2.3 Program Nasional Pemberdayaan Masyarakat (PNPM): Indonesia
- 2.4 Rural Poverty Reduction Program, Northeast Brazil
- 2.5 Whanau Ora. Improving public health services to Maori communities in New Zealand
- 2.6 Citizen Voice and Action, Uganda
- 2.7 National Initiative for Human Development: Morocco
- 2.8 Participatory Rural Investment Project: Bolivia

2. Review of selected international development initiatives

2.1 Miawpukek First Nation Grants Agreement and the National Funding Model (Canada)

Context

Since the 1970s, public policy in Canada has been moving toward greater self- determination by Inuit of services provided to them, particularly in the health sector.[20] A number of funding models have been implemented since that period, with increasing levels of controls being handed over to recognised First Nation communities ("bands") and tribal councils. This culminated in 1999/2000 in the First Nations Funding Agreements (now the National Funding Model) which, according to the First Nation and Inuit Health Branch (FNIHB) of the Canada Department of Health is "part of FNIHB's strategic direction to transfer autonomy and control of programs to First Nations and Inuit within a time-frame to be determined in consultation with them."[21] All recognised First Nation bodies are eligible to receive funding under the model. These bodies may be as small as single bands with as few as 500 individuals, to tribal councils representing tens of thousands.

The overarching intent of the National Funding Model may be summarised in the following paragraph from the National Government Estimates Report 2013-14:

This program assists First Nations men, women and children in achieving greater independence and self-sufficiency in First Nations communities across Canada. It does so by flowing funds to First Nations, provincial representatives and others who provide on-reserve residents and Yukon First Nations with individual and family services that are developed and implemented in collaboration with partners. These services help First Nation communities meet basic and special needs; support employability and attachment to the workforce; and ensure that individuals and families are safe. First Nations that are engaged in advancing their own development are better equipped to leverage opportunities made available by their communities and actively contribute to the broader Canadian economy and society.[22]

Much of this funding direction to First Nations has been determined by an analysis of the effectiveness of the Miawpukek First Nations Grants Agreement. This unique agreement provided the Miawpukuk First Nation (MFN), a community of about 2,600 individuals in Newfoundland, with a high degree of control over the management, administration and operational functions of the community. This funding arrangement resulted, in part, from the historical funding of the community through federal provincial arrangements in place prior to MFN being recognized as a band. The Grant Agreement allows MFN to identify and allocate funds to community priorities. This approach differs from other less flexible funding arrangements models whereby recipients must allocate funds as per terms and conditions contained within the funding arrangement.[23]

Description and community-driven aspirations
Funding opportunities offered by the Aboriginal and Northern Affairs Department Canada (AANDC) fall into five categories: grant; set contribution; fixed contribution; flexible contribution; and block

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[20] (Health Canada, 2013)
[21] (Health Canada, 2013)
[22] (Aboriginal Affairs and Northern Development Canada and Candian Polar Commission, 2013, p. 34)
[23] (Evaluation, Performance Measurement and Review Branch, 2011, p. iv)

contribution. With the exception of block contribution, other forms of funding are to varying degrees established in the Australian context. Block funding represents a significant shift in accountability for Australian funding systems. Block funding arrangements allow organisations to develop comprehensive programs within individual sectors. Funding is provided for these entire program "blocks", rather than individual streams within sectors. Further, funding is provided for the duration of the program block plan, up to ten years. Funds may be transferred between streams without approval from government. A single government department, the AANDC, acts as a facilitator between other government departments to streamline the process. Block funding in this context allows FNs to have control over the design and implementation of multiple development program with some degree of funding flexibility.

The flexible and block funding approaches involve multi-year funding agreements that can last up to ten years. Agreements of this duration are considered on a case-by-case assessment basis and require recipients to meet certain capacity and eligibility criteria. These approaches support stable, ongoing relationships and provide flexibility for Aboriginal recipients in regards to the use of funding. Multi-year funding agreements also benefit Aboriginal recipients by enabling them to reduce their administrative burden.[24]

The Miawpukek First Nation Funding Agreement is an extension of the block grants system. Instead of block grants being limited to sectoral programming, it is extended across multiple programs and forms part of the community's broader plan for development. In this way, instead of funding individual streams of work, the government effectively funds the entire development strategy for the duration of that strategy. The MFN develops its own detailed plan and budget, and manages implementation, including the contracting of service providers. The purpose of the agreement is to provide:

1. A transfer grant to permit MFN flexibility to define objectives and plans for the community, and to design its own programs and to allocate funds in accordance with community priorities;
2. For the amount of funding to be allocated, and the conditions upon which such funding is to be transferred, by Canada to MFN, to financially assist MFN in providing Programs and Services in accordance with its objectives and plans for the community and the terms and conditions of the Grant Agreement;
3. For the primary accountability of MFN to community members for the delivery of the Programs and Services for which funding has been transferred to MFN under this Agreement and for the sound management and use of funds; and,
4. For the accountability of MFN to Canada for the sound management and use of the funds transferred to the Council pursuant to the Agreement.[25]

Having developed a comprehensive community development plan, MFN negotiated terms with the government for a Grant Agreement. Under the approved agreement, MFN is responsible for the provision and delivery of the following Programs and Services:
1. Indian Registration and Band Lists;
2. Land Management;
3. Elementary/Secondary Educational Services;
4. Post-Secondary Education;
5. Social Assistance and Support Services;
6. Capital Facilities and Maintenance;
7. Funding for Band Governments; and
8. Economic Development.[26]

Although MFN had considerable autonomy in the design and implementation of programs in its community strategy, agreements ensure that rigorous financial accountability is maintained. First Nation
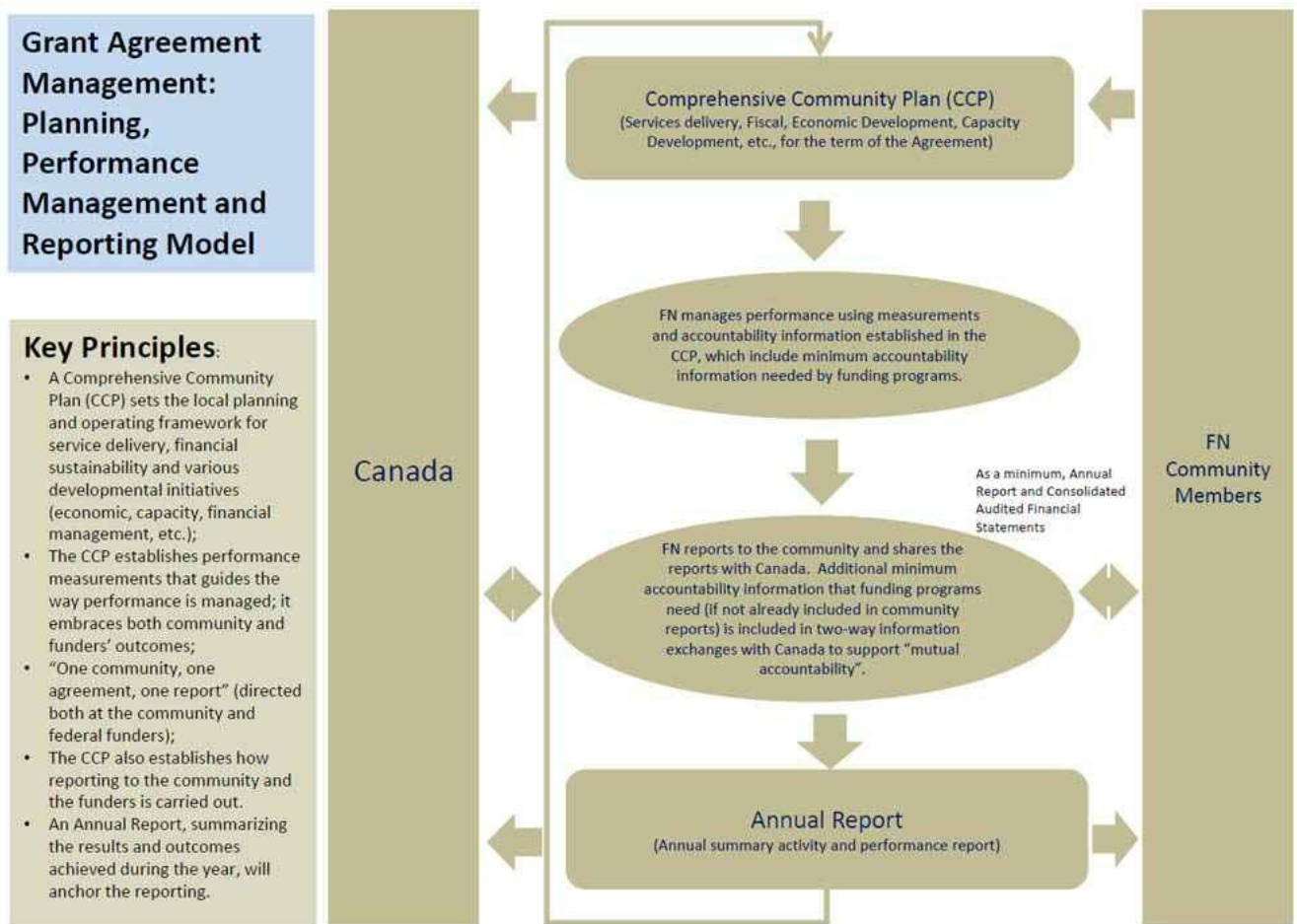
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[24] (AANDC, 2013)
[25] (Donna Cona, Inc, 2011, p. 79)
[26] (Donna Cona, Inc, 2011, p. 79)

governments are subject to the same regulations regarding financial acquittal of grants funds as other government departments. The Year End Reporting Handbook details reporting requirements for First Nation funding recipients under the Public Sector Accounting Board (PSAB).

Audited financial statements are required to be submitted in accordance with PSAB standards which is a consistent standard used by all governments in Canada. This standard requires that each First Nation provide a Statement of Financial Position, a Statement of Operations, a Statement of Cash Flow and a Statement of Net Assets. Each (First Nation) will, in accordance to PSAB standards, be providing consistent consolidated financial information.[27]

IN 2011 the Government of Canada commissioned a report to examine the possibility of providing greater autonomy to other First Nations in Canada, using the MFN as a model. As a result, the National Funding Model was created to provide a decision making and funding framework that placed ownership of planning for First Nation communities into their own hands. This has brought about a significant shift in authority in a number of locations. One of the most significant recent examples is the decision by the government of British Columbia in western Canada to transfer complete responsibility for health delivery to First Nation clients from government to a consolidated First Nation body, the First Nation Health Council. The value of this portfolio is C$ 2.4 billion over the initial five-year period of the strategy. A simplified diagram describing the new national planning, funding and performance management model for First Nations (FN) appears below.[28]

Grant Agreement Management: Planning, Performance Management and Reporting Model

Key Principles:
- A Comprehensive Community Plan (CCP) sets the local planning and operating framework for service delivery, financial sustainability and various developmental initiatives (economic, capacity, financial management, etc.);
- The CCP establishes performance measurements that guides the way performance is managed; it embraces both community and funders' outcomes;
- "One community, one agreement, one report" (directed both at the community and federal funders);
- The CCP also establishes how reporting to the community and the funders is carried out.
- An Annual Report, summarizing the results and outcomes achieved during the year, will anchor the reporting.

Canada

Comprehensive Community Plan (CCP)
(Services delivery, Fiscal, Economic Development, Capacity Development, etc., for the term of the Agreement)

FN manages performance using measurements and accountability information established in the CCP, which include minimum accountability information needed by funding programs.

As a minimum, Annual Report and Consolidated Audited Financial Statements

FN reports to the community and shares the reports with Canada. Additional minimum accountability information that funding programs need (if not already included in community reports) is included in two-way information exchanges with Canada to support "mutual accountability".

Annual Report
(Annual summary activity and performance report)

FN Community Members

Although many of the recipient organisations of the funding model are responsible for multiple and diverse communities (the First Nation Health Council represents all the First Nations in British

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[27] (Indian and Northern Affairs Canada, 2011, p. 7)
[28] (AANDC, 2011)

Columbia[29]), all individual recognised bands are eligible for this form of funding. Many bands are represented by a handful of small communities; the Miawpukek First Nation is made up of only 2,500 persons. The agreements clearly demonstrate a clear intent by the Government of Canada to continue its long standing policy of awarding greater degrees of control to service directed toward First Nations and indigenous communities.

Outcomes

The evaluation of the performance of MFN is a strong endorsement of the community-driven approach. Key indicators over an extensive period (1991-2006) demonstrated a performance significantly more effective than comparable First Nation programs.[30] Quoting from the report:

- The full scope of land management processes are in place and MFN is currently embarking upon a land designation process. They are behind in surveys and they have not identified a source of funding to support this work, which is holding up some developments.
- MFN has a K-12 school with the full suite of educational programs and a strong cultural component. Provincial curriculum and testing is used at the school and teachers are registered members of the provincial teachers association. The retention and academic achievements of students at Set A'nwey Kina'matino'kuom (St. Anne's School) is comparable to non-First Nation schools in NL, and almost all teachers and administrators are band members.
- There is a well-administered program of post-secondary education counseling, funding and support at MFN. While there are always more demands than funding, a criterion based system has been developed and implemented. MFN encourages students to pursuepost-secondary opportunities and particularly to find training that will support MFN's succession planning needs.
- The Training division is structurally incorporated with the Economic Development Department to develop the human resources required to pursue potential economic development opportunities.
- The Job Creation Program is a strong example of how MFN has been able to develop programs based upon community needs. From the inception of MFN, band members did not want passive social assistance and linked all social assistance with work. This program is considered highly successful and supports MFN initiatives and programs.
- The MFN Housing Program is based upon rent-to-own arrangements for almost all housing in the community. This has resulted in better overall maintenance and care of houses because the residents are owners of the houses.
- Governance is strong at MFN. There is clear separation of political and administrative arms, even when senior band managers are elected as councilors. There is clear accountability among staff to the General Manager and the General Manager to Chief and Council. MFN staff, managers and directors are all well trained and qualified with a considerable number of them having professional designations and graduate level university degrees. There is a strong focus at MFN on training band members for employment within the band structure.
- Economic Development is very active at MFN. There are seven band-owned businesses and many other economic development initiatives in Conne River. MFN proactively works with external partners, including the private sector, on economic development opportunities and test potential opportunities with feasibility studies. They are currently completing a tourism development strategy, bringing all tourism initiatives within a broader framework to ensure they are meeting their goals. When things do go wrong, such as the Aquaculture initiative, MFN has shown it can deal with the resultant financial

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[29] (First Nations Health Council, 2012)
[30] (Evaluation, Performance Measurement and Review Branch, 2011, p. 16)

issues in a timely and appropriate manner.
• MFN maintains a high level of accountability to INAC through its timely submission of audited financial statements and by participating in periodic evaluations. There is also a high level of accountability and transparency demonstrated between MFN and band members

The program evaluation also noted a number of challenges to successful implementation. Communities were often unsure how to provide feedback on the progress of programs, particularly activities carried on outside their own area. Community plans often included activities that were clearly beyond budget capacity. An open discussion around feasibility is essential in effective community-driven development. The community organisation was frequently short of funds, pointing to the need for strong budgeting and planning capacity, as well as ensuring appropriate cash flow mechanisms are in place.

2.2 U.S Department of Housing and Urban Development Block Grants

Context

Since 1961 The Department of Housing and Urban Development (HUD) has provided assistance to Native Americans and their communities in a variety of programs that are administered by the Office of Native American Programs under the Office of Public and Indian Housing (PIH). Assistance to Native Americans was provided through multiple streams administered by multiple federal and state departments. Grants were largely tied to single sector initiatives. In 1996, President Clinton signed into law the Native American Housing Assistance and Self-determination Act of 1996 (NAHASDA). As a result of this Act, the Department's programs for providing housing assistance to Native Americans were reorganized and simplified. Many separate HUD programs to provide assistance to Native Americans were replaced with a single block grant program with funds made directly to the tribes or tribally designated housing entities (TDHEs).

Description and community-driven aspirations

The single block grant program has since expanded beyond its initial single focus on housing to offer a more holistic approach to community-driven development. Funding under the block grants are still principally aimed at community infrastructure and typically fund activities ranging from housing purchase to purchase of land by tribal entities for future housing, housing renovation, community water and sewerage infrastructure, and improvements to education and health facilities. Increasingly though, these programs include activities focusing on "soft sector" initiatives such as economic development and job creation. Some more innovative eligible programs include:

- The Resident Opportunities and Self-Sufficiency (ROSS) program, providing grants to Tribes/TDHEs to link services with Indian housing residents that help them become economically self-sufficient.
- The Public and Indian Housing Drug Elimination Program (PIHDEP), seeking to eliminate drug-related crime and activities "in and around" public and Indian housing communities.
- The Public and Indian Housing Drug Elimination Technical Assistance Program (DETAP) program, which provides short-term technical assistance to Tribes/TDHEs and resident organizations (ROs) that are combating drug-related crime and abuse of controlled substances in Indian housing communities.
- Native American youth development initiatives, such as annual Youth Leadership Development Conferences.[31]

Although the department provides eligibility criteria for grants, the initiative is entirely community driven. Recognised Native American bands would normally apply for HUD grants to assist in the realisation of an infrastructure or economic development component of an overarching community strategy. The grants have been used to build community and health centres, or to start businesses to support the community, such as shopping centres, manufacturing plants, restaurants or convenient stores/gas stations.[32] HUD is able to provide considerable technical assistance if required, but under the Self-Determination Act, it was appropriate for responsibility for program design, community engagement, implementation and management to be left to tribal organisations. Total annual grants value usually exceeds US$ 4 billion. The June 2013 tranche for affordable housing alone had a value of US$ 563 million.[33]

Outcomes

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[31] (US Department of Housing and Urban Development, 2013)
[32] (Gaona, 2011)
[33] (ICTMN Staff, 2013)

Soon after the introduction of block grants, serious questions about the cost effectiveness of the program were raised. Remoteness of Native American lands significantly increased construction costs. There were concerns about the lack of Native American contractors, which further increased the costs of infrastructure projects. Housing has often been abandoned, and housing constructed for rental accommodation is left in disrepair because rents were often left unpaid. Gang activity and violence in community areas is often a further impediment to successful implementation of development projects. There were reports of rorting, including Indian housing authorities using federal funding to build luxury homes. Considerable effort has been made to adjust accountability and reporting measures, and grant recipient organisations are required to complete a Comprehensive Annual Performance Evaluation Report (CAPER). Although there are still issues to be addressed in the challenging environment of these communities, the majority of programs under this scheme have reported significant community benefits.

2.3   Program Nasional Pemberdayaan Masyarakat (PNPM): Indonesia

Context

The PNPM (National Program for Community Empowerment) website describes this initiative as the largest community based poverty alleviation program in the world, covering every urban and rural district and subdistrict in the country.[34] The program has been functioning since 2007, and has an operating budget of approximately US$300 million annually.[35] Funding comes from multiple bilateral donors, including the US and Australia, but is primarily financed in partnership between the Government of Indonesia and the World Bank. The PNPM summarises its approach and operations broadly in the following way:

PNPM uses a community-driven development (CDD) approach, providing block grants to local communities to finance local development priorities. These priorities typically include small-scale social and economic infrastructure, education and health activities, and micro-loans to women savings groups, and implemented with mechanisms to ensure broad-based participation and transparency.[36]

Description and community-driven aspirations

The role of the PNPM is to provide a platform for local communities to develop programs of work appropriate to their own context. These programs may involve the integration of multiple sectors, or be single purpose projects. In order to qualify for grants, communities are required to complete a multi-stage conceptualising, socialising, planning and design process that ensures rigour around the community-driven approach at the design phase. Similarly, the requirements around monitoring, evaluation and adjustment promote chances of success and ensure learnings are captured during the implementation phase. The end to end process is captured in the diagram embedded here:

WB CDD_How it
Works.pdf

The program aims to deliver effective poverty reduction outcomes through a three-pronged approach: increased capacity for communities to determine an appropriate poverty reduction strategy for their own context; increased capacity of the Government of Indonesia to manage a diverse community driven poverty reduction program; allocation of block grants to implement effective programs. In order to deliver this, international donors and the Indonesian Government established the PNPM Program Support Function (PSF). This provides high-quality, coordinated, technical assistance, planning advice and

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[34] (PNPM Indonesia, 2011)
[35] (PNPM Indonesia, 2011)
[36] (PNPM Indonesia, 2011)

dialogue, as well as targeted financial assistance to the government in its management of PNPM. It provides support to the integrated PNPM program to ensure it progresses smoothly, maintains its focus on poverty reduction, and has the necessary operational framework in place so the government can manage all of its activities in a sustainable manner. Through this mechanism, the GOI and development partners can identify areas to collectively target interventions and monitor fiduciary and accountability systems essential for PNPM's effective implementation.[37] The PSF is responsible for the allocation of grants. Importantly, these grants are not solely for the purpose of project funding; they are also available to government for the purposes of capacity building around community-driven approaches and management, and to communities for the same purpose. Grants are also available to provide specialist technical capacity in any area, from engineering to financial management.

The PSF is the critical lynchpin that assures the success of the community-driven model. It acts as a facilitator, connecting central legislatures with local communities in a way that promotes harmonisation between the expectations and approaches of both parties. It ensures community capacity is developed, and that their submissions are appropriate and of a high standard. And it advocates on behalf of communities (through government capacity building) to ensure the government makes decisions according to the priorities of those communities. The PSF is responsible for allocating and managing all grants funding across the country on behalf of the government through the function of the PSF Trust. The PSF Handbook of Operations scribes its role in the following terms:

a. To coordinate and synergize all poverty reduction activities funded through the PNPM Mandiri Core and Support programs;

b. To assist in strengthening the capacity of all GOI administrative levels in planning, managing, and improving poverty reduction programs both at central and local levels;

c. To support GOI poverty reduction initiatives through the fostering of partnerships among government institutions and civil society;

d. To support high-quality monitoring and evaluation of all PNPM Mandiri programs and activities.

The expected roles of the PSF are: (i) to support the harmonization process of PNPM Mandiri Core and Support programs; (ii) to address identified gaps in funding, technical and management capacity; and (iii) to facilitate cooperation in policy and strategy dialogue. [38]

Outcomes

PNPM began in Indonesia as a medium scale development program to trial new approaches and has since grown into the principal poverty reduction mechanism employed by the National Government. The World Bank conducted an End of Phase Evaluation in 2011 and some of the key findings in the health sector are outlined here. Findings in the evaluation are compared against adjacent communities not participating in the program.

The main long-term impact was a decrease in malnutrition. The latest Wave III survey shows that childhood malnutrition was reduced by 2.2 percentage points, about a 10% reduction from the control level. This reduction in malnutrition was strongest in areas with a higher malnutrition rate prior to project implementation, most notably in the Nusa Tenggara Timur (NTT) Province, where underweight rates were reduced by 8.8 percentage points, a 20% decline compared to control areas; severe underweight rates were reduced by 5.5 percentage points, a 33% decline; and severe stunting was reduced by 6.6 percentage points, a 21% decline compared to control areas.[39]
The government's existing national community-driven development architecture and network (PNPM) was useful as a platform for other forms of local assistance. The program was started as an experiment in adapting the community participatory planning and block grant process to focus

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[37] (PNPM, 2007)
[38] (PNPM, 2007, pp. 3-4)
[39] (World Bank, 2011, p. 13)

on specific education and health targets that were not being addressed sufficiently in the existing community program. This project has illustrated the flexibility and adaptability of this community model once the architecture and machinery are established.[40]

A key challenge for the program has been a consequence of its wide rollout. With the government adopting this as a standard approach, programs across vastly dispersed communities have become difficult to manage and monitor quality. Scaling up of successful programs need to be conducted in a staged manner ensure that the critical conditions of community and government capacity are met in each location prior to the introduction of new program plans and activities.

Overall, a key reason for the success of the program has been the coordination of the PSF. Its role in assisting communities realise their aspirations through funding, capacity building and connecting with government is a valuable lesson in effective end to end management of community driven approaches.

2.4 Rural Poverty Reduction Program, Northeast Brazil

Context

The Rural Poverty Reduction Program (RPRP) began in the late 1980s as a small pilot program to determine the effectiveness of a community driven approach to rural development. The initial results were encouraging and the government of Brazil decided to scale up across several districts in the Northeast. With funding from the World Bank supplementing the contribution by the Government of Brail, the program now covers the entire region and has 11 million direct beneficiaries. The program operates on a very large scale, having reached some 38,000 community associations, working through participatory councils in over 1,500 of the 1,686 municipalities in the region. PCPR has financed more than 50,000 community sub-projects, for a total investment of US$1.4 billion, and independent evaluations suggest quite
significant results. The core principle of the program is to "help formal and informal groups of farmers to participate in their own development, providing them with a system for selecting, planning, implementing, managing and monitoring their own interests through group representation; and enabling them to improve their productive/ economic base through joint organization of resources."[41]

Description and community-driven aspirations

The PCPR has empowered communities to take control of their own development and
work in partnership with government, the private sector and civil society to design and implement investments that respond to actual demand on the ground and fit the local context. It has decentralized program coordination to the lowest appropriate level of government, which has made management less complex and improved targeting. Funds are transferred directly to community associations, which also take charge of project execution.

The program has three main components: community investments, institutional development or technical assistance, and program administration. Over 90 percent of the total project cost goes to the community investment component, which channels funds directly to community associations through matching grants. The community investments are managed through one of three delivery mechanisms—PAC (Community Support Program), FUMAC (Municipal Community Support Program), and FUMAC-P (Pilot Municipal Community Fund)—successive programs that have built on the lessons of the previous one and which are increasingly decentralized. Regardless of the delivery mechanism, PCPR runs on a set of clear and enforceable operational rules which promote access to information, the cooperation/participation of all project stakeholders, transparency of

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[40] (World Bank, 2011, p. 15)
[41] (Roumani, 2004, p. 7)

decision-making, and empowerment at the local level. The basic principles that guide the PCPR include: decentralization of decision making and implementation, beneficiary management of resources, active community participation, partnership with local authorities and civil society, transparency, and simplicity and clarity of program. Further operational rules include (i) the requirement to implement an information campaign about the program in a way that reaches even the poorest and most excluded rural people; (ii) the preparation of an Operational Manual which governs all aspects of the project and should be simple enough to be usable by all program participants; (iii) verification that the community association is part of the target group, that sub-project requests reflect the priorities of the community as a whole, that all members have participated in the decision-making process, that the community association knows how to contract potential providers of goods and services for implementation, and has a plan for operations and maintenance.[42]

Program implementation is managed through a three tier system:

Beneficiary associations: Institutional fulcrum for project implementation, identifying, preparing, executing, supervising, operating and maintaining community subprojects. Communities are assisted by technical specialists contracted directly by the community and paid with project funds. Communities are also supported by training programs delivered by other entities (NGOs, Church, private firms) under partnership arrangements.

Municipal Councils: Project-established and representing the communities/civil society and local authorities in an 80 percent/20 percent mix, respectively. Councils target benefits and allocate resources through a deliberative process in open, well-publicized meetings. The Councils are increasingly interactive with local government and steadily assuming greater responsibility for supervision, financial management and technical assistance. Project benefits are delivered by Municipal Councils. Approval releases budget funds to the Council, which manages their distribution to associations with approved investment proposals, supervises subproject implementation, and is accountable for use of the funds.

State Technical Units (STU): Quasi autonomous bodies usually affiliated with the State Secretariat of Planning or other agency; coordinate and manage the projects, increasingly in recent years delegating supervision of community associations to the Councils and focusing on administration, oversight, coordination and promotion.

Outcomes

Results: An evaluation conducted by the Food and Agriculture Organisation (FAO) concluded: targeting and reaching the rural poor was far more effective than under traditional rural development programs. Positive impact was evident on quality of life, employment and incomes, and on local economies from investments in low cost, basic infrastructure and services (chiefly electricity, water-supply, access roads/bridges and productive facilities).

• Investments were meeting genuine community need, were mostly of good quality, and were generating a sense of ownership. (community associations do in fact, own their investments);

• Increased local capacity and multiplier effects were generating endogenous economic development, leading to household and community-level savings.

• Investments in water supply had generated state and municipal budget savings ranging from US$7 million to US$15 million in normal and drought years respectively, from reduced need to truck water to communities; and, reduced municipal health costs from lower incidence of water-related illness.

• In marked contrast to previous rural development programs, CDD was garnering from local government institutional and financial commitment for the decentralized, participatory mechanisms, essential for longer-term program sustainability."[43]

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[42] (Coirolo & Lammert, 2008)
[43] **Invalid source specified.**

The main challenges for this program have revolved around a monitoring of the connection between community plans and its long-term aspirations. In a number of cases, the connection between proposed activities and the long-term goal of poverty reduction was not clear. The majority of programs with successful outcomes have conducted rigorous analysis to establish potential and feasibility. In approving community plans, greater attention needs to be given to examining this aspect of the community-driven approach.

An important success lesson from this program is to consider devolving government representation and decision making as close to community as possible. In this program, locally elected municipal councils were empowered to make decisions on behalf of government. This approach can only work if there are clear lines of authority and accountability through each tier of government

2.5 Whanau Ora, New Zealand

Context:

In 2009 the Whanau Ora Taskforce was charged with the responsibility of determining a service delivery approach that was more appropriate to the needs and organisation of the Maori communities of New Zealand. This community is essentially comprised of three key units, loosely translated in the following way:
Whanau: an extended family group spanning three to four generations, which forms the basic, and most important, unit of Māori society.[44] Whanau Ora translates as "Family well-being"
Hapu: Clans
Iwi: tribes

Through earlier consultation across the country, these communities clearly indicated the importance of placing control for the nature and delivery of services (in particular health services) in the hands of Whanau as much as possible. The taskforce was required to work with communities and agencies to develop a framework that would lead to:
• whanau capabilities
• an integrated approach to whanau wellbeing
• collaborative relationships between state agencies in relation to whanau services
• relationships between government and community agencies that are broader than contractual
• improved cost-effectiveness and value for money.[45]

Description and community-driven aspirations:

The final design of the initiative was approved for funding in the 2010 Budget with a total value over 4 years of NZD 134 million to conduct an initial rollout of the approach. The approach places whanau at the centre of decision around appropriate service provision in health. A key variation to typical health service delivery is that the focus is on the whanau as client, rather than individuals within the whanau who may be in need. Services are designed around the following principles: whanau self-management; whanau integrity; coherent service delivery; effective resourcing; competent and innovative provision. With the assistance of "navigators" (see below), whanau themselves determine strategies for achieving national indicators for improved health (for example, targets around diabetes management, body mass index, cessation of smoking, cervical smear testing, mammography testing, flu vaccination, mental health). They decide whether the strategy for achieving these indicators within whanau should be achieved with or without service providers.   The Whanau Ora Factsheet describes the process in the following way:

Whānau will want to seek help from specialist Whānau Ora providers who will offer wrap-around services tailored to their needs. Families will have a practitioner or 'navigator' to work with them to identify their

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[44] (The Encyclopaedia of New Zealand, 2013)
[45] (Whanau Ora Taskforce, 2009, p. 6)

needs, help develop a plan to address those needs and broker their access to a range of health and social services.[46]

The strategy is operationalized through a structure linking whanau to the three partner government departments:

- A national Governance Group comprising four community-based experts and the chief executives of three partner agencies - Te Puni Kōkiri (Ministry of Maori Development) and the Ministries of Social Development and Health – with support from two government departments: the Ministries of Education and Pacific Island Affairs. The Whānau Ora Governance Group is responsible for overseeing the implementation of Whānau Ora and advises the Minister for Whānau Ora, Hon Tariana Turia, on policy settings, priorities and regional management. The Governance Group also provides leadership and coordination across government agencies and other stakeholders to encourage involvement in Whānau Ora.
- 10 Regional Leadership Groups (RLGs) with a total of 85 community and partner agency representatives from Te Puni Kōkiri, the Ministry of Social Development and District Health Boards. RLGs provide regional strategic leadership to ensure whānau-centred initiatives contribute in positive and realistic ways to local communities. They do this by fostering local communications and relationships, and ensuring there is coordination with other local and regional initiatives and services.
- 34 collectives and two providers representing more than 180 independent Māori, Pacific and general primary health and social services providers as well as tribal rūnanga (Maori local governing councils), and Māori trusts. Whānau Ora provider collectives have established navigational approaches where more than 70 practitioners work directly and intensively with whānau to identify their needs and aspirations, develop a whānau plan to address those needs and then broker their access to high quality services that meet the goals in the plans.

The key operational unit is the collective. These develop Programmes of Action (POA) according to the requirements of the whanau in their portfolios. To date a total of 25 collectives have been approved for multi-year investment packages in change management through the implementation of their POAs. Approved POAs are eligible for multi-year investment packages covering the whole portfolio of activities described in the POA for the duration of the POA. These block funds are dispersed and administered through a national trust created for the purpose.[47]

As described above, the Whanau Ora is an initiative that devolves service delivery decision making to the basic unit of the extended family (whanau). Whanau decision making and capacity are supported through the use of "navigators" provided by service collectives, but the entire organisation of the approach ensures that the design of services (or exclusion of services) is determined by end users as much as possible. Government is represented at each tier of the framework, and ultimate accountability for the use of funds still rests with the responsible minister.

Funding derived from relevant appropriations will enable the Trust to facilitate the delivery of whanau services that link social, cultural and economic development and build whānau capability. The Whanau Ora Minister will control and be accountable for the fund. The Taskforce has recommended a timely process for deriving the level of contributions from appropriate sectors.[48]

Outcomes

Whanau Ora is an initiative still in a relatively early phase of implementation. The rollout of the program has been successful, with 10 regional leadership groups and 34 collectives in place and functioning. A

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[46] (Whanau Ora Governance Group, 2013)
[47] An overview of the trust, as originally proposed, can be found in: (Whanau Ora Taskforce, 2009, pp. 8-9)
[48] (Whanau Ora Taskforce, 2009, p. 9)

brief interim report on the performance of general practices in the Whanau Ora shows some encouraging signs. While the performance of most indicators maintained trend with service providers not associated with the initiative, there were significant advances in a few key areas.

- increased achievement against the 'Smoking cessation advice' indicator: up 27.3 percent (28.1% to 55.4%)
- increased achievement against the 'Cardiovascular disease (CVD) risk recorded' indicator: up 16.1 percent (44.5% to 60.5%)
- increased achievement against the 'Flu vaccination 65+' indicator: up 4.3 percent (26.1% to 30.4%).[49]

The Ministry of Health report summarised the overall performance of Whanau Ora in the short time of its implementation:

The results are encouraging, considering the proportion of high-needs patients enrolled with Whānau Ora general practices is 61.5 percent, compared to 26.3 percent in the national sample. It is the Ministry of Health's view that Whānau Ora general practices continue to perform well.[50]

The Whanau Ora initiative is a good example of a community-driven development approach being undertaken by a government and economy comparable to Australia. The devolution of responsibility to local communities and families required a significant revision of systems and structures. Even so, the programme was operational under a new delivery system within 18 months of delivery of the taskforce report. As the Department of Health report demonstrates, programmes determined and managed by local collectives have at the minimum matched (and against some indicators bettered) the performance of other service delivery systems in both effectiveness and financial accountability.

2.6 Citizen Voice and Action: Improving service provision in Uganda

Context

Citizen Voice and Action (CVA) takes a unique position among these case studies as it is not intended primarily as a vehicle for community-driven program design and implementation (although it is an excellent tool for program design in higher capacity communities). However, it is important to include this initiative because it represents an illustration of a highly effective community-driven approach appropriate for communities with very little cohesion, vision or sense of self. The Comprehensive Community Planning Handbook, published for First Nations by the Department of Indian and Northern Affairs Canada, describes the life cycle of a community in four phases. Briefly, these represent a transition from pre-community/chaos, through to Emergence, where the individuals are actively uncooperative and simple planning or setting goals is impossible, to the Vision phase, where communities recognise the importance of long term planning and can set simple goals, until the final stage of Actualisation is reached, where the community encourages learning and innovation, resources are shared, and diverse programs of work can be integrated.[51] Citizen Voice and Action is an appropriate tool to be introduced to communities in the Emergence phase. In this phase the community exists but has significant problems, making anything but fulfilling short term needs impossible. These communities may receive government services, but there is little capacity for the community to determine if they are appropriate or effective. And there is no capacity for the community to collectively consider what alternatives to these services may look like. In such contexts, CVA is a useful tool to help communities find their voice and improve the quality and nature of services. It is also assists communities make the transition from Emergence to the Vision phase. World Vision introduced CVA as a pilot to communities in Uganda that may be described as existing in an Emergence phase.

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[49] (New Zealand Ministry of Health, 2013, p. 3)
[50] (New Zealand Ministry of Health, 2013, p. 3)
[51] (Indian and Northern Affairs Canada, 2006, p. 66)

Description and community-driven aspirations

Since 2007, the CVA method has been trialled in more than 100 schools and 50 health clinics in 20 government districts across Uganda. The goal was to improve the quality of these public services. The natural desire among individuals and families to receive quality of health care and education provided a good foundation to eventually develop a collective voice on these services, even in Emergence communities. Over time, interest groups formed and were able to articulate through simple score cards what their vision of an effective service would look like (in early stages they include criteria such as "staff treat clients with respect; staff are well trained; staff turn up at the clinic when they should"). These community groups then learned how to access information regarding the government's own standards of service provision. By the end of the process, which took over a year, the community had an understanding of government service provision standards, what the gaps were in the delivery of those services, and a vision for what an improved, more appropriate service would look like. Through collaborative, non-confrontational dialogue between service users, government and providers, users are empowered to seek accountability for service delivery and to take collective responsibility for services. Through CVA, then, governments are held accountable for service delivery against government's own standards. In this way communities, in addition to funding departments, are able to hold service providers accountable for the quality, effectiveness and impact of their work. As capacity increases, communities are also able to design service models most appropriate to their own needs.

Outcomes

In 2009, less than two years after the beginning of the pilot, Oxford University and Makerere University researchers tested the impact of World Vision's CVA methodology in 100 schools through a random control trial. In the education sector alone it found:

- A 0.19 standard deviation increase in test scores in the treatment communities using the CVA scorecard. This increase would move the average student from the 50th to the 58th percentile for academic achievement.
- An 8-10 percent increase in pupil attendance in the treatment communities using the CVA scorecard.
- A 13 percent reduction in teacher absenteeism.
- 51 percent of schools received additional teachers , in 25 percent of cases there was an increase of two or more staff, and in eight percent of cases there were four new teachers recruited
- In 74 percent of the schools, enrolment of students increased
- In 25 percent of schools where enrolment increased, the increase was between 32 and 400 percent in just two years
- In 60 percent of the schools, academic performance improved, with increased numbers of students passing exams and recording higher test scores

The study summarised the overall findings as: "A year after the intervention, treatment communities are more involved in monitoring the provider, and the health workers appear to exert higher effort to serve the community. We document large increases in utilization and improved health outcomes—reduced child mortality and increased child weight—that compare favorably to some of the more successful community-based intervention trials reported in the medical literature."[52]

The challenge for this program has been the need to move slowly in the development of community capacity. This often creates difficulties in communities who either want to move faster, or who lose interest. However, the ability for communities with very little cohesion or social capital to mobilise and improve the quality, effectiveness and appropriateness of services has proven to be particularly empowering for these communities. A key lesson from the Uganda pilot is that highly effective

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[52] **Invalid source specified.**

community-driven approaches are available for communities at even the emergent stages of their life cycle.

2.7 *National Initiative for Human Development: Morocco*

Context

The program began in 2005 as an initiative jointly funded by the World Bank, the Government of Morocco and the EU with a value of over US$ 1 billion until completion of the phase in 2012. It provided block grants to over 700 local community groups for poverty reduction initiatives. These initiatives were carried out over multiple sectors, focusing on improved social services, essential infrastructure and livelihoods. Community groups were required to identify key issues, design programs to address them, and manage the implementation of these programs. These groups represented a combination of local elected government councils and community NGOs, which were formed for the purpose.

At the launch of the operation, Morocco suffered from high levels of poverty (14.2%, with a further 23% 'economically vulnerable'), strikingly poor income inequality, and low human development indicators. Over half of adults were illiterate, compared to an average of 10% for lower middle income countries. Poverty was equally pronounced in both rural and urban areas, albeit with different characteristics. Although half of public expenditures were allocated to the social sectors, access and quality were limited, particularly for rural people because of the centrally driven approach, with low levels of participation, weak coordination amongst line ministries, and inadequate targeting.[53] At the request of the Government of Morocco, this initiative was introduced to offer an alternative to the centralised approach as a means of better addressing root causes at ground level.

Description and community driven aspirations

The Program across the country was underpinned by a single common outcome: Improve inclusiveness, accountability and transparency of decision making and implementation processes at the local level in order to enhance use of social and economic infrastructure and services by poor and vulnerable groups.[54] The indicators for the program reflect its community-driven focus:

- % of women in governance structures
- % of youth in governance structures
- Accountability % of projects where communities take responsibility for infrastructure
- Transparency % of decisions of governance bodies published
- Enhanced use of infrastructure and services
- % of target population with enhanced use of infrastructure and services[55]

The program had four main components aimed at reducing poverty, promoting social inclusion and increasing local and institutional capacity. The rural component targeted the 348 poorest communes with poverty levels above 30 percent based on the recent updated poverty map and an additional 55 communes that had poverty levels between 22 and 30 percent combined with low social indicators. It financed activities that would increase access to basic social services, enhance the economic infrastructure and support income-generation. The urban component targeted 264 urban neighbourhoods in 30 cities. It financed the same types of activities as the rural component. The general features that characterised the targeted neighbourhoods were high levels of unemployment, poor housing conditions and poor access to basic social services. The program was implemented through local community groups and local NGOs, which were typically established for the purpose of implementing programs on behalf of their communities under this scheme. A capacity building

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[53] (World Bank, 2013)
[54] (Ward, 2011)
[55] (Ward, 2011)

component assisted these groups develop the skills necessary to manage an inclusive, operational community group, as well as design, plan and implement appropriate programs. The institutional capacity building component of the program was designed to enable local and provincial governments monitor progress and facilitate effective implementation of the program in their jurisdictions, providing government support to local implementers. Overall accountability for program implementation and results was held by the Ministry of the Interior, and funding for projects was distributed through the Ministry of Finance.[56]

Outcomes

More than 22,000 sub-projects were financed reaching over 5 million beneficiaries, and the evaluations showed the following results:
- (i) 19 percent of vulnerable households reported that they participated in all or part of the INDH participatory process;
- (ii) 62 percent of households and 60 percent of women in the target communities reported increased access and use of basic infrastructure after sub-project implementation; and
- (iii) 46 percent of households reported that their livelihood has improved. [57]

The communities' own views on the program were reflected in the final evaluation report: "Over a three day period (May 30-31 and June 1, 2011) three workshops were held to listen to the appreciations of beneficiaries and other INDH partners. Over 150 participants spoke openly and vocally both in plenary sessions and in thematic group sessions. Overall, there was consensus that the benefits of INDH have been considerable, with a noticeable improvement in the lives of the target population and a strengthening of community social capital and of institutions at all levels, particularly in the NGO sector."[58]

Following on the successful completion of this project, a second phase (INDH 2, US$300 million) was approved that will support income-generating activities, improved access to basic services, and key infrastructure in the poorest regions of Morocco.

2.8 Participatory Rural Investment Project (Phases 1 and 2): Bolivia

Context

Bolivia faces persistently high levels of poverty and inequality. In 2003, poverty in rural areas stood at 82 percent, compared to 54 percent in urban areas, with nearly 55 percent of the rural population considered to be in extreme poverty. Overall, Bolivia is one of the poorest countries in Latin America with a per capita gross national income of $1,100 in 2006. In the 1980's Bolivia successfully halted hyperinflation, stabilized its economy, and then, in the 1990's, launched a series of second-generation reforms. Nevertheless, economic growth and poverty reduction during the past twenty years have been disappointing, and social unrest has remained high. Growth averaged 3.5 percent from 1985 to 1995, and dropped to 2.9 percent during the subsequent ten years (1995 to 2005). In the last two years, however, growth has recovered to a rate of 4.0 percent.[59]

In response to the persistent level of poverty in rural areas and the need for effective local governments, a series of projects were implemented starting in 1995, including the Rural Communities Development Project (RCDP), the first Participatory Rural Development Project (PRI), the Indigenous LIL, and the Rural Alliances Project. These projects supported the government in developing a strategy for supporting rural development through a combination of: (i) investment in economic infrastructure (especially roads, bridges and small scale irrigation); (ii) strengthening the

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[56] (Fruman, 2006, p. 3)
[57] (Ward, 2011)
[58] (Ward, 2011, p. 17)
[59] (Sustainable Developemnt Department, World Bank, 2007)

capacity of local governments and indigenous organizations and the participation of rural communities in local government decision-making; and (iii) supporting the development of productive endeavors by *campesino* and indigenous groups. Each incoming government has supported this approach to addressing the persistent poverty in Bolivia's rural area.

Description and community-driven aspirations

Bolivia is an example of a truly devolved state. Municipal governments have significant power and autonomy. Community civil associations linked to these municipalities have a particularly strong voice in planning and programming. Under the 1994 Law of Popular Participation, territorially structured community organisations became legally able to elaborate local development plans that became the ingredients of a municipal plan. Members of these community organizations driving the oversight committees were given the power to monitor, audit, and veto municipal budgets. While there are many positives in this system, such localised responsibility creates considerable challenges of its own, not least of which is developing a cohesive direction for the community when so many voices contribute to the debate. The attempt to accommodate multiple stakeholders with differing views on community planning resulted in municipal strategies that were fragmented, ill-conceived and poorly managed. To address this, the National Government commenced the second phase of its Rural Participation project with the following objectives:
(a) facilitate participatory planning at the municipal and regional level, to help coordinate the policies, activities, and financing of local, departmental, and national institutions;
(b) promote the consolidation of local municipal associations (*mancomunidades*) to create and implement territorial development strategies and achieve economies of scale in administering funds;
(c) provide co financing for investments in basic infrastructure, natural resource management and promotion of economic activities;
(d) provide technical assistance and training to agencies involved in operation and maintenance; and
(e) strengthen local public and civil society actors involved in defining and implementing territorial development strategies.

Local municipal councils and civil society organisations were required to plan in a coordinated way under the terms of local agreements to develop programs specifically aimed at poverty alleviation. To qualify for grants, local entities needed to meet set standards of organisational and financial management. To demonstrate genuine community ownership they provided a detailed description of the process for community participation in conception and planning of the initiative. As part of the initiative, specialist support was available to assist local organisations to develop capabilities in these areas. 182 municipalities developed projects, 71 of which received support for improving rural transport links, while the remaining 111 received more integral support covering all aspects of productivity. These 111 municipalities were chosen because of their high poverty levels. The program is particularly aimed at ethnic groups, 4,000 rural communities belonging to the Aymara, Quechua, Guaraní, Chiquitano, and Mojeño people. Programs were diverse, for example:
- The Lake Titicaca Local Sustainable Development Project, used to promote tourism, protect the area's archeological and cultural heritage, provide basic services to the local population, and strengthen local government management capacity.
- The Land for Agricultural Development Project which established a decentralized land distribution system that allowed organised landless or poor farmers to acquire agricultural lands and implement investment subprojects that helped them to improve their income and living standards.
- The Municipality of La Paz Secondary Education Transformation Project, which supported the La Paz Municipal Government's education strategy by increasing access and retention rates among secondary education students.
- The Prevention and Management of Natural Disasters Project, used to considerably improve the government's capacity to respond to natural disasters. It included components such as

damage prevention and mitigation, infrastructure reconstruction, and rehabilitation of the extensive affected areas. [60]

Outcomes

Early results of the Phase 2 operation indicate that it is building on the successes and lessons of the first program in its new project sites. However, no evaluations have been completed to provide an overview of progress toward its goals. There is, however, a clear indication that phase 1 of the project has provided local councils and community groups with the skills necessary to effectively plan and develop effective infrastructure and poverty alleviation programs. The official evaluation report stated:

The project designed, validated and implemented a range of methodologies to improve participation in local development, including: participatory Municipal Development Plans (PDM), participatory evaluation and adjustment of PDMs, participatory municipal road planning, Indigenous Territorial Planning, social control of budget execution, and community oversight of investment projects. These interventions set the standards for other government and donor-funded projects in Bolivia, and provided instruments for local communities to identify, prioritize and even implement an estimated 60 percent of all municipal investments in rural areas. The project also helped municipalities to increase their capacities to respond to participatory demand generation, by improving capacities to implement annual operating plans.[61]

A central challenge for this program has emerged from the highly devolved government system. The blending of municipal governments with powerful community organisations has created a system where, although the community voice is very strong, decision-making can be a very slow and laborious process. Since the beginning of the program, mechansims have been set up to create representative groups to streamline the process, but it is still a challenge. In setting up community-driven systems, consideration should be given to the need for decisions to be made, and an understanding of what impediments may prevent this.

A key lesson from this program is the focus on civil and institutional capacity building as a priority over local project development. Local councils and communities demonstrated that with appropriately targeted support they were capable of creating and managing relevant poverty alleviation programs in their own locations.

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[60] (Reliefweb, 2008)
[61] Quoted in (Sustainable Developemnt Department, World Bank, 2007, p. 135)

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Memorandum of Understanding on Indigenous Development Effectiveness

Between

the Minister for Families, Community Services and Indigenous Affairs on behalf of the Australian Government

and

the Department of Families, Housing, Community Services and Indigenous Affairs

and

World Vision Australia

2012—2017

Preamble

Australian Government

The Indigenous Affairs landscape has undergone substantial and comprehensive changes over recent times.

The Australian Government has embarked on major reforms, including establishing ambitious Closing the Gap targets, committing an unprecedented level of funding and ensuring all jurisdictions work together to build a better future for Indigenous Australians.

To support this major reform agenda, the Australian Public Service has built strong working relationships with state and territory governments, establishing high level internal governance arrangements and a renewed emphasis on placed-based responses.

Through this unprecedented effort and support across the Australian community, we are seeing the start of real and sustainable change, with encouraging progress against a number of the Closing the Gap targets.

But there is still much more to do.

The Government has responsibility to deliver programs and services to people in all communities. While the role and responsibility of Government is different to that of a development organisation, we recognise that the international and domestic development sectors can provide valuable expertise in helping us foster the conditions necessary to assist Indigenous communities to drive their own development.

To complement the considerable work already underway, the Government, through the Department of Families, Housing, Community Services and Indigenous Affairs, will engage the expertise of the domestic and international development sectors to provide advice on development administration.

We are specifically interested in those agencies with the systems and experience in administering development practice, while working closely with multiple levels of government, communities and their organisations.

The Government will explore a comprehensive development approach that creates the framework, tools and methods to foster sustainable community driven development within a first world context.

World Vision's breadth of experience in administration of development practice provides an opportunity to draw upon and tailor the lessons learned in providing the systems needed to support development practice.

The Government understands that if it is to enhance its support for Indigenous people as they seek to drive their own development, its agencies must build upon their understanding of the broader principles and practices to help communities develop.

Through this memorandum, the forging of closer collaboration
and working relationships with a large international development non-profit organisation such as World Vision and subsequently more broadly across the non-profit sector, provides an opportunity to accelerate and enhance learning about how to implement comprehensive development approaches from within complex and multi-layered organisations such as those found across the Government's Indigenous portfolio.

World Vision

World Vision is Australia's largest international development agency, with more than 60 years of experience. The value World Vision brings to this memorandum is in its experience of administering development through a global network of almost 100 countries with a staff of over 40,000 people. It is a highly regarded and experienced development agency with a proven track record of working with governments and communities, both internationally and domestically, to bring about sustainable change for impoverished children and their families, not only economically but also more broadly in terms of capability and social participation.

Through its Australia Program, World Vision Australia has worked with Australian Indigenous communities since the mid-1970s, initially through leadership programs and now playing a more facilitative role in communities to progress development programming. World Vision Australia has firsthand experience of the unique development context of Indigenous communities and the structural impediments that exist within the system of Indigenous Affairs and which can unintentionally work against progressing community driven development.

Of particular importance to this memorandum is World Vision Australia's expertise in administering development programs and systems within a large and complex institutional structure and in partnering with governments to identify and progress the structural changes government must consider in building an enabling and accountability framework within which community driven development can occur.

Parties

This memorandum is between the Minister for Families, Community Services and Indigenous Affairs, on behalf of the Australian Government, the Department of Families, Housing, Community Services and Indigenous Affairs (FaHCSIA) and World Vision Australia (WVA).

Purpose

This memorandum is a high level strategic document to inform better development practice across the portfolio of Indigenous Affairs.

The Government will draw on expertise and support from World Vision to guide administrative processes, standards and system changes to support the government's work with Indigenous communities to strengthen governance and promote community driven development.

Scope

The scope of this memorandum is to examine processes, systems, structures and capabilities necessary to facilitate and administer support for community driven development.

The parties will not uncritically transplant international solutions to the markedly different contexts found in Indigenous communities in Australia. The parties will focus instead on the principles, systems, and capabilities that will assist effective development practice in Indigenous communities.

The parties recognise that there are many organisations in Australia (Indigenous and non-Indigenous, non-profit and for-profit) that are working alongside Indigenous communities to support their development. Any initiatives arising from this memorandum will be, in the first instance, a result of consultation and design with local Indigenous communities and their organisations. They will respect and support those organisations, will not displace, duplicate or compete with their efforts and where appropriate through invitation and partnership, strengthen their capabilities.

The parties also recognise the important role of state, territory and local governments in achieving the Closing the Gap outcomes. They also note the formal arrangements through the National Partnership Agreements and will factor those arrangements into any initiatives arising from the memorandum.

This memorandum does not preclude engagement with other NGOs including both Indigenous and non-indigenous organisations. The memorandum is a non-binding and non-exclusive statement of mutual intentions of the parties. Any binding commitment or legal obligations with respect to the implementation of the memorandum will require the execution of a separate and formal agreement between the parties.

Objectives

Under this memorandum the Parties agree to work together to:

- build a shared understanding across government of a development approach and its application as an administrative framework to assist community driven development

- collaborate on complementary processes to supplement existing service delivery approaches

- strengthen individual capabilities of government staff, community members and their organisations and other stakeholders necessary to the adoption of development practices and

- contribute to the evidence base of best practice approaches to development.

Commitment of the parties

The parties agree that to the extent of their respective capabilities they commit to:

- contribute information, technical experience and corporate knowledge gained from their respective fields of expertise to the specific initiatives developed under this memorandum

- engage with and seek the agreement of Indigenous organisations and stakeholders in the design of initiatives developed under this memorandum

- provide access to networks to ensure a robust and broad dialogue on development practice

- coordinate whole-of-government action to support the purpose and objectives of this memorandum

- facilitate effective partnerships with stakeholders to support participation from across the international development, government, academic, Indigenous and private sectors and

- share development practice and critical challenges to inform innovative approaches to government policy and program design and delivery.

Principles

As signatories to the National Compact: *Working Together* (**Schedule 1**) the parties agree to commit to the guiding principles outlined in that document. Further, the parties agree that the following principles underscore the operating approach that will be pursued under this memorandum and agree that:

- they will not seek to represent, compete with or displace the views, priorities and directions for development as held by Indigenous leaders and organisation. They will seek to inform the organisational processes and structures of the Australian Government, so that it can be more responsive and supportive of the efforts of Indigenous people towards realising their development

- they will value and be pro-active in maximising the knowledge and experience of Indigenous Australians in working to achieve the objectives of this memorandum

- they will work closely to ensure activities supported through the memorandum maximise the positive impact for Indigenous Australians and

- they will work in a way which is consistent with the principles in the Australian Council for International Development's Practice Note: *Principles for Development Practice in Aboriginal and Torres Strait Islander Communities* (**Schedule 2**).

Implementation

The memorandum will be effected by a joint Action Plan. On signing the memorandum the Parties will develop the joint Action Plan detailing priorities, areas of collaboration, and timeframes. The Action Plan will clearly articulate the processes for consultation with Indigenous people and their organisations where initiatives have a direct impact on their community. The joint Action Plan will be agreed by the Minister for Families, Community Services and Indigenous Affairs, the Secretary of FaHCSIA and the CEO of World Vision Australia.

Where the parties identify specific collaborative initiatives they wish to undertake, each initiative will be subject to:

- consultation with the local community and its organisations

- consideration through the normal approval processes of each Party

- terms and conditions set out in a specific agreement between the Parties in relation to the initiative and

- administration of any funding through formal funding agreements through mutual agreement and in line with standard FaHCSIA and World Vision procedure.

Each agreement and any other agreements entered into between the parties with respect to Indigenous Affairs will reflect the objectives and principles set out in this memorandum. In particular, the parties will allocate risk in such agreements case by case, in good faith as partners and taking into account the type of agreement or arrangement and the circumstances.

Further provisions regarding administration and the implementation of the memorandum are contained in **Schedule 3** to the memorandum.

Stakeholders

This memorandum seeks to inform government processes and structures towards a development approach that creates the framework for sustainable community driven development. To that end, the parties agree that for this memorandum to succeed, it must engender productive relationships across the broad range of stakeholders that constitutes Indigenous Affairs including:

- Indigenous Australians and their organisations
- Australian, state, territory and local governments and their relevant agencies
- Industry and the corporate sector and
- Non-government organisations.

Timeframes

This memorandum will come into effect on the date on which the memorandum is signed by the last party to do so and will be in effect for a period of five years, with extension by agreement of both the parties in writing.

This memorandum may be amended at any time by agreement in writing of the parties and amendments may extend to substituting another schedule for an existing schedule, amending an existing schedule or adding a further schedule.

An independent review of the implementation of the memorandum will be conducted after the first year of its operation by FaHCSIA and World Vision Australia, taking into account the annual reports and other parameters identified by the parties and key stakeholders.

Annual reports will be exchanged between FaHCSIA and World Vision Australia beginning one year after the memorandum comes into effect and over the life of the memorandum detailing progress against the purpose and objectives on terms agreed between the parties and noting the specific reporting requirements of the parties' respective organisations.

Outcomes

In line with the purpose and objectives of this memorandum the expected outcomes are:

- established structures and processes to adapt learning and insights, gained from international and domestic development practice, into initiatives that complement and strengthen the delivery of government programs and services to Indigenous people;
- strengthened individual capabilities, organisational processes and systemic structures needed to embed and foster a comprehensive development approach across the portfolio of Indigenous Affairs including through the development of further education and training opportunities in Indigenous development; and
- tested complementary process, products and delivery mechanisms to supplement and strengthen the existing service delivery approach currently underpinning Indigenous Affairs, including through engagement and participation of Indigenous communities through a comprehensive development approach.

The Hon Jenny Macklin MP
Minister for Families, Community Services and Indigenous Affairs

Finn Pratt, PSM
Secretary
Department of Families, Housing, Community Services and Indigenous Affairs

The Rev. Tim Costello, CEO World Vision Australia