



**CENTRAL
LAND
COUNCIL**

2013 Monitoring Report on the Central Land Council Community Development Program



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Cover photo: Justin Bob and Tristan Jackson were two of the first kids to enjoy a swim in the swimming pool at the new Mutitjulu Tjerpinytjaku Centre.

Executive Summary

The Central Land Council (CLC), is an Aboriginal organisation governed by a council of 90 elected Aboriginal members. In 2005 the CLC created the Community Development Unit (CDU) to implement community development projects involving Aboriginal rent and royalties from land-use agreements and affected area payments. This report outlines the monitoring and assessment of progress for the work of the CDU with Aboriginal communities in 2013. It builds upon previous annual reports since 2009.

The CD Program is currently implemented through six major projects each with numerous sub programs and projects. In 2013 \$11,377,646 was allocated to a diverse range of initiatives under these projects:

- The Warlpiri Education and Training Trust Project (WETT)
- The Tanami Dialysis Project
- The Uluru-Kata Tjuta Rent Money Project (URM)
- The Granites Mine Affected Area Aboriginal Corporation Project (GMAAAC)
- The Northern Territory Parks Rent Money Project (NT Parks)
- The Community Lease Money Project.

In 2013, in addition to the regular monitoring, a major evaluation was undertaken of the CDU work¹ with particular focus given to URM, WETT, GMAAAC and elements of the Tanami Dialysis Project. The monitoring for 2013 was therefore focused on other areas including the NT Parks Project and the Purple House service offered by the Tanami Dialysis Project.

The Warlpiri Education and Training Trust (WETT)

In 2013 there is evidence of increased ownership of WETT by Aboriginal people. The ECCD program has developed further, with greater engagement with and attention to different communities. The Learning Centres continue to be strongly supported by Aboriginal people, popular and highly utilised. The Youth and Media Program continues to have strong engagement by young people in all communities. Significantly both the learning centres and the youth program report increased attention to supporting people to move to further study and/or transition to employment. Finally, funding support continues to be provided to secondary schools to support Warlpiri students.

The Tanami Dialysis Project

Review of this project in 2013 has produced evidence which indicates it is a highly cost-effective service. In addition, community monitoring and monitoring with other service providers suggest that it continues to address an important need for individuals and their families.

The Uluru-Kata Tjuta Rent Money Project (URM)

URM projects continue to focus largely upon support for the upgrade and renovation of outstations. In addition funding goes to Mutitjulu for various projects including the operation of the new pool. Emerging evidence around the impact of the pool shows increased use and continued strong community ownership and engagement with this service.

¹ Roche, C & Ensor, J. (2014) "Independent Evaluation of the Central Land Council's Community Development and Governance Programmes", La Trobe University.

The Granites Mine Affected Area Aboriginal Corporation project (GMAAAC)

This project continues to be active across nine communities. The monitoring for 2013 points to some considerable attention to governance in communities and among GMAAAC Directors. The evidence suggests that governance processes are improving and that Aboriginal people are taking more control of this project and its future.

Northern Territory Parks Project

This wide-ranging project has now expanded to all of the 16 Parks involved. By the end of 2013, 15 of those Parks had in place their own decision making process and had commenced a project selection and implementation process.

Extensive monitoring undertaken in 2013, which builds upon baseline studies in 2012, shows that in those locations where projects are being implemented or are completed, people are happy and are able to identify the benefit for themselves and others. While most projects focused upon tangible improvements, other more long-term proposals were also evident across the sample monitored. People report being well informed and clear about decision-making processes and in general most groups were satisfied with this process.

Community Lease Money Project

There has been considerable CDU engagement throughout 2013 for this project with a total of 97 community-based meetings happening in 12 months. Communities have been satisfied with much of the progress and have been able to identify benefits from the 30 projects approved in 2013. The process has been very time-consuming however and some questions have been raised about the quality of the community development process in shorter term engagement such as this.

Regional program management

In 2013 CDU moved to a regional approach for program management. The evidence suggests some benefit in terms of staff and project efficiencies and possibly some benefits in community and other stakeholder relationships.

Conclusions

The 2013 monitoring indicates ongoing development of Aboriginal engagement, control and ownership. It points to increased benefit for Aboriginal people particularly where projects are longer term and able to adapt to individual and community needs.

There is strong evidence in 2013 about the value of the community development approach including that obtained from a formal independent evaluation. CDU staff together with others, have also been active in sharing information about the community development approach and its implications in a range of settings.

There are opportunities in the monitoring of the 2014 CDU work to focus attention to increase learning arising from the regional shift and from the various applications of community development in different settings.

Acronyms

ABA	Aboriginals Benefit Account
BIITE	Bachelor Institute for Technical Education
CAT	Centre for Appropriate Technology
CDS	Central Desert Shire
CDU	Community Development Unit
CLC	Central Land Council
ECCD	Early Childhood Care and Development Program
FaHCSIA	Department of Families, Housing, Community Service and Indigenous Affairs
GMAAAC	Granites Mine Affected Area Aboriginal Corporation
MWG	Mutitjulu Working Group
NT	Northern Territory
NTER	Northern Territory Emergency Response
TO	Traditional Owners
UKTNP	Uluru – Kata Tjuta National Park
URM	The Uluru-Kata Tjuta Rent Money Community Development Project
WDNWPT	Western Desert Nganampa Walytja Palyantjaku Tjutaku Aboriginal Corporation
WETT	Warlpiri Education and Training Trust
WETT AC	Warlpiri Education and Training Trust Advisory Committee
WPKJ	Warlpiri-patu-kurlangu Jaru
WVA	World Vision Australia
WYDAC	Warlpiri Youth Development Aboriginal Corporation (Mt Theo)

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1. Introduction

The Central Land Council (CLC), a statutory authority set up under the *Aboriginal Land Rights Act (Northern Territory) 1976*, is an Aboriginal organisation governed by a council of 90 elected Aboriginal members. The CLC has been operating for over 30 years, working with Aboriginal people to support them to achieve recognition of land and native title rights. The CLC also supports Aboriginal people to manage land and to negotiate agreements with others seeking to use their land, which includes payment of rent and royalties to traditional owners.

In 2005 the CLC created the Community Development Unit (CDU) to implement community development projects involving Aboriginal rent and royalties from land-use agreements and affected area payments. The CDU utilises the CLC Community Development Framework, which articulates community development goals, principles and processes for the CLC²

The overall intention of the CLC's community development approach is to partner with Aboriginal people in processes that enable them to set and achieve their dual objectives of maintaining Aboriginal identity, language, culture and connection to country, and strengthening their capacity to participate in mainstream Australia and in the modern economy, through improving health, education and employment outcomes.

This report outlines the monitoring and assessment of progress for the work of the CDU with Aboriginal communities in 2013. It builds upon previous annual reports since 2009.

Context and CLC approach

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

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

There are four intermediate objectives:

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

² For details about the CLC Community Development Framework see http://www.clc.org.au/files/pdf/The_CLCs_Community_Development_framework.pdf

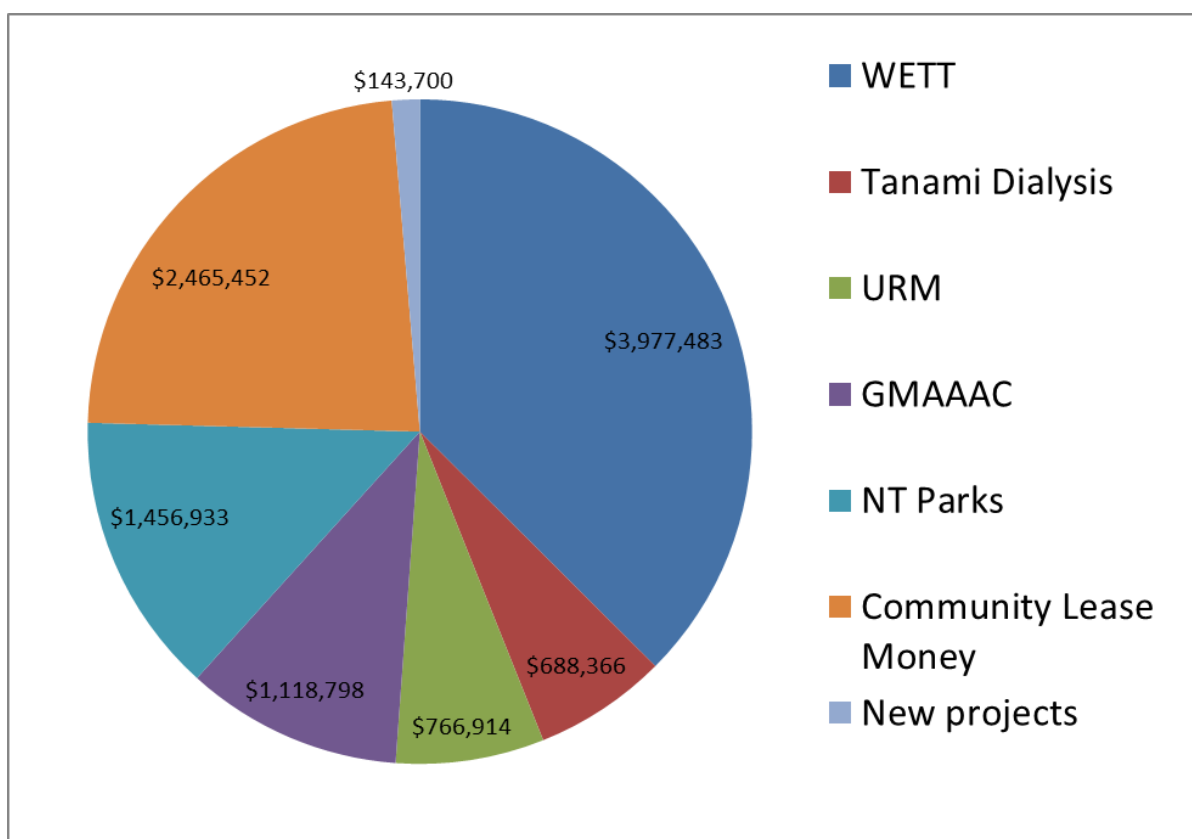
4. Share lessons learned with other government and non-government agencies.

The CDU work is currently implemented through six major projects each with numerous sub programs and projects. The various projects have different management arrangements, decision-making models and implementation processes. However, all the projects are characterised by the nature of the funding, which comes from Aboriginal peoples' own money and the fact that they focus on achieving outcomes sought by Aboriginal people. In addition, all the projects are governed by Aboriginal decision-making bodies. The projects include the following:

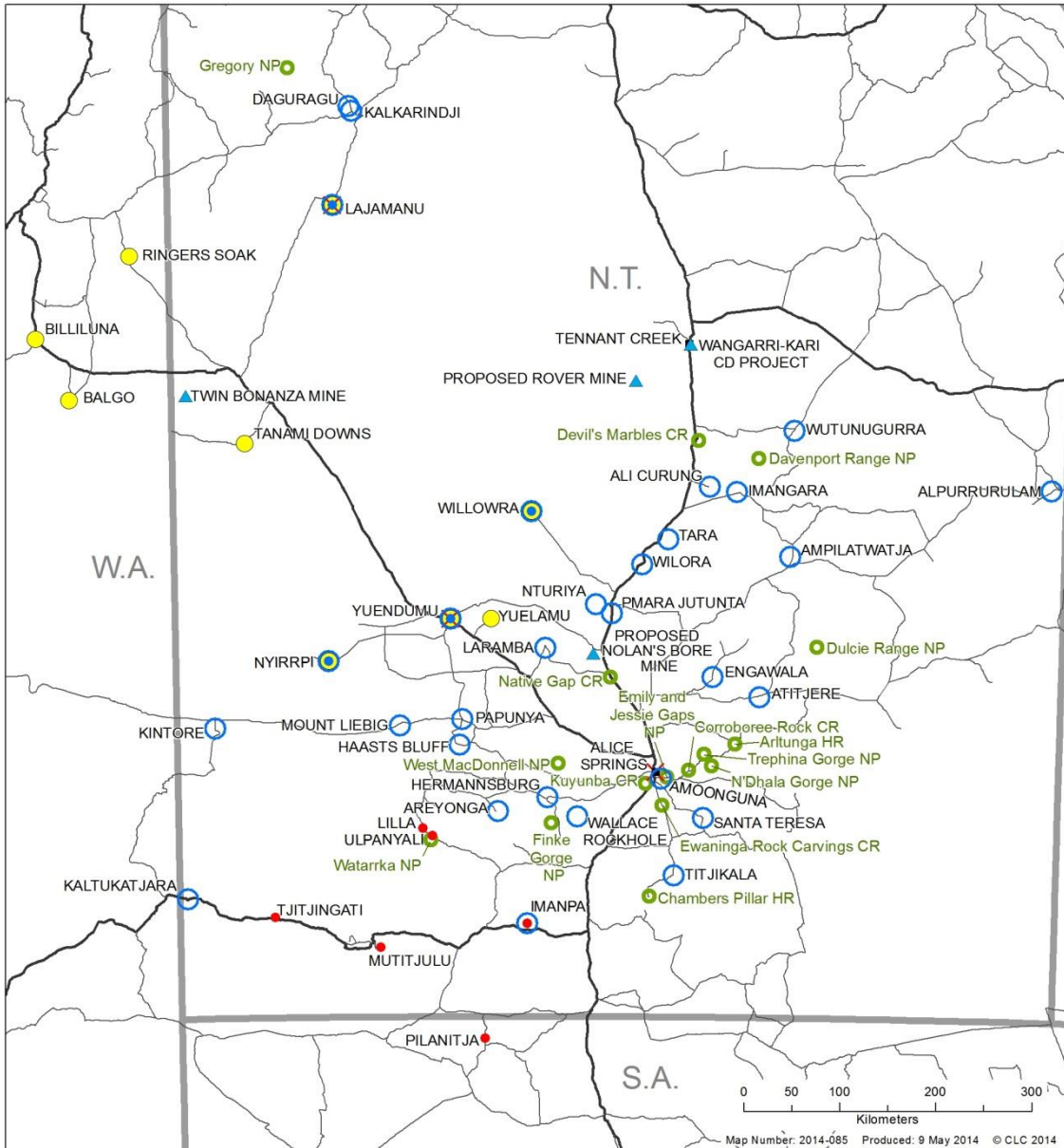
- The Warlpiri Education and Training Trust Project (WETT)
- The Tanami Dialysis Project
- The Uluru-Kata Tjuta Rent Money Community Development Project (URM)
- The Granites Mine Affected Area Aboriginal Corporation Project (GMAAAC)
- The Northern Territory Parks Rent Money Project (NT Parks)
- The Community Lease Money Project.

There are also some new small projects which have commenced in 2013.

Money approved for community benefit initiatives through all the projects in 2013 totalled \$10,617,646.



This compares to \$5,658,692.81 in 2012, and shows a considerable increase in the money Aboriginal people were prepared to allocate from their own resources for community benefit.



Locations of 2013 CLC Community Development Unit Projects

- Uluru Rent Money Community Development Project
- Warlpiri Education and Training Trust (WETT)
- ✕ Tanami Dialysis Support Service Project
- Granites Mine Affected Area Community Development Project
- NT Parks Rent Money Community Development Project
- Community Lease Money Project
- New Community Development Project

2. Monitoring focus for 2013

The intention of the CDU monitoring is to track change over time through quantitative and qualitative assessment. Information is generally drawn from a mixture of sources including regular project reporting, independent evaluations and community-based monitoring.

In 2013, in addition to the regular monitoring, a major evaluation was undertaken of the CDU work³ with particular focus given to URM, WETT, GMAAAC and elements of the Tanami Dialysis Project. This major evaluation undertook original research across a range of communities as well as drawing upon previous research and CDU monitoring reports. The evaluation also examined other community-based work undertaken by the CLC.

This evaluation was a significant review and provided for an independent and in-depth review of the value of community development work for Aboriginal people and the directions that need to be considered for the future development of this work. Therefore in order to have a complete picture of progress throughout 2013, the evaluation report should be read in conjunction with this report. The findings stand apart from this regular monitoring, but will be referenced in the discussion section of this report.

Given such significant attention was given to these projects and the associated communities through this formal evaluation, the monitoring this year was focused upon other community development projects. In particular, the NT Parks Project and the Purple House service and community-based dialysis offered by the Tanami Dialysis Project were given additional monitoring attention in 2013. As discussed later in the report particular attention was given in both projects to community views and experiences. Some attention was also given to the views and experiences of other service providers and contractors.

Reporting for other project areas was largely drawn from project reports.

Analysis

As for previous reports the available information from all sources was brought together in a first draft report. Preliminary analysis of the available information was undertaken by an independent consultant and then reviewed and discussed by CLC staff and external advisors to CDU.

This analysis process generated further data and also enabled cross checking and validation of the initial analysis. This document is a final report drawing on that additional review process.

³ Roche, C & Ensor, J. (2013) "Independent Evaluation of the Central Land Council's Community Development and Governance Programmes", Latrobe University.

3. The Warlpiri Education and Training Trust (WETT)

The WETT project utilises regional gold mining royalties to support education and training initiatives in the Tanami region, primarily across the four communities of Yuendumu, Lajamanu, Willowra and Nyirrpi. The project has five subprograms which include the Early Childhood Care and Development Program, the Youth and Media Program, the Secondary School Support Program, the Language and Culture Support Program and the Learning Community Centre Program.

In 2013 the Kurra WETT directors approved almost \$4 million to support these programs as outlined in the table below.

WETT funding approved in 2013	Organisation	Amount (incl GST)
Early Childhood Care and Development Program	World Vision Australia	\$167,569
Early Childhood Care and Development Program - Willowra	BIITE	\$395,945
Youth and Media Program -Year 6 Operational Funds	WYDAC	\$696,861
Youth and Media Program -Vehicle conversion (3), Secondhand 4WD Bus (3), external and internal painting contract-Willowra Youth Centre	WYDAC	\$392,404
Willowra Community Mapping Art Project	Warlukurlangu Artists Aboriginal Corporation	\$13,200
Willowra Learning Community Centre-Year 3 Operational Funds	BIITE	\$113,850
Nyirrpi Learning Community Centre- Year 5 Operational Funds	BIITE	\$242,000
Yuendumu Learning Community Centre - Furniture and Fittings	WYDAC	\$32,238
Youth and Media Program-Years 7-9 Operational Funds	WYDAC	\$1,886,566
BRDU funding for production of Warlpiri Books-3 Years	Yuendumu School CEC School Council	\$33,000
Willowra WETT School Bus Repair	Willowra CEC School Council	\$3,850
Total		\$3,977,483

The WETT project is ultimately governed by the Kurra Aboriginal Corporation. The Kurra WETT Committee meets twice a year to determine the application of WETT funds based on recommendations from the WETT Advisory Committee (AC) which includes in its membership the peak indigenous education organisation in the area, Warlpiri-patu-kurlangu-Jaru (WpkJ). The committees met regularly through 2013, and community consultation was facilitated around the various subprograms.

WETT Meetings Facilitated	Community Consult/Mtg	WpkJ WETT Subcommittee Meetings	WETT Advisory Committee meetings	Kurra WETT Director's Meetings	Kurra Meetings
<i>Alice Springs</i>		3	3	1	
<i>Yuendumu</i>	3				
<i>Lajamanu</i>	3			1	2
<i>Willowra</i>	5				
<i>Nyirrpi</i>	0				
Total	11	3	3	2	2

A total of 19 reports were received throughout the year including six related to the Learning Centre Program and four from the Early Childhood Care and Development Program (ECCD).

Material drawn from these reports indicates that programs are continuing to mature and develop. In most subprograms increased attention is being given to monitoring and reporting. The reports also suggest that more cooperation is occurring between subprograms, in particular the learning centres and the Youth and Media Program.

Additional community views on the subprograms can be found in the independent evaluation report.

WETT capacity development

An ongoing and significant area of work has been capacity development of the WpkJ WETT Subcommittee. This group of people oversee the implementation of the WETT subprograms. Further development of their capacity directly contributes to increased Aboriginal control of the WETT resources. There have been ongoing developments in this work throughout 2013.



CLC CD staff working through the 'WETT Money Story' with WETT decision-makers

In June 2013 a strategic planning meeting was held for WETT which was an important opportunity for the WETT governance bodies to come together to gain stronger understanding and ownership of WETT finances as well as undertake strategic discussion around future planning and expenditure for WETT programs. This understanding was important for both groups to be able to do sustainable planning for WETT projects up to and beyond the life of the Granites gold mine that funds WETT. A visual tool was developed by CLC staff using money bags, stick figures and a “big WETT bucket” to demonstrate income versus expenditure across a ten year timeframe. The icons used were suggested by two Warlpiri committee members at an earlier WETT Advisory Committee meeting. The tool was very effective and led to a number of decisions aimed at limiting spending. One Kurra WETT director demonstrated his understanding of the tool by using it to report back the money story to the full Kurra WETT Committee at a later meeting.

Significantly, it is reported that despite initial strong differences in views, consensus was reached about a way forward to 2020⁴. This included a decision not to support any new programs in the near future with the exception of funding for a new learning centre in Yuendumu.

A WETT painting was created by three Warlpiri members of the WpkJ WETT Subcommittee, Maisie Kitson, Barbara Martin and Nancy Oldfield. It demonstrates the timeline for key decisions and changes in WETT as well as the evolving governance and the range of WETT supported programs. The painting demonstrates the ownership of WETT projects by WpkJ.



Nancy Oldfield, Barbara Martin and Maisie Kitson, WETT Advisory Committee members from Yuendumu and Willowra, working on the WETT painting at the Warlukurlangu Arts Centre in Yuendumu.

⁴ This will see all existing programs continue to receive some support, but with a gradual reduction in spending between now and 2020.

These activities and others are contributing to significant increased public leadership of WETT by Aboriginal people. For example, in June 2013 two Warlpiri members from the WETT Advisory Committee gave a presentation on the strength of WETT governance at the national Native Title Conference. The women told their story using the WETT painting. At the CLC Open Day in June 2013, WETT Advisory Committee members greeted visitors to CLC and answered impromptu questions about WETT. They also gave a formal presentation about WETT using their painting. Finally at the Tennant Creek Governance Summit in April 2013, WETT Advisory Committee members, a former WETT AC member and a Kurra Director gave a presentation on the history of WETT and the strengths and challenges of WETT governance and Warlpiri terms for governance.

WETT Early Childhood Care and Development Program

The ECCD Program continues to be a significant area of activity for WETT. 2013 appears to have been a time of steady change and improvement for the program.

In the 2012 CDU monitoring it was noted that participation in each of the four communities was low, in part because of local issues in those communities, but also due to the model being utilised and the lack of distinction between the different communities and their various needs. A concern raised in the 2012 monitoring report was the apparent difficulty Aboriginal people had in being openly critical and providing direct feedback about the program.

Early 2013 saw some changes. Implementation plans had been developed, reflecting the variety in the four locations. There was reference to the different challenges in each community and the need for consistency of staffing and facilities. There were some beginning signs of increased stakeholder engagement. However problems remained with low participation.

The reporting for April to September 2013 (joint report provided by WVA and Batchelor Institute) indicates more significant change. Overall staff were in place in all locations (although the Lajamanu facilitator was only intermittently present in the last half of 2013 due to poor health and resigned in December). Batchelor Institute was actively involved in research around ECCD initiatives⁵. WVA was working with WETT to look for other organisations to provide funding and therefore broaden the partnership base for the project. Significantly in most communities, and in particular Willowra, more children are now attending playgroup and more families are engaged with the program⁶

Similarly the independent review of the ECCD program by the Australian Council for Educational Research⁷ suggested that some clear progress has been made in development of the program. This report points in particular to the increased relationship building with communities and the attention to differences in needs across the locations. It identifies the progress towards operating a 'two-way' model of development in all communities and the more consistent staffing arrangements.

⁵ Fasoli, L. & Moss, B (2013) 'Next steps WVA WETT' Batchelor Institute of Indigenous Tertiary Education and Centre for Child Development and Education at Menzies School of Health Research.

⁶ However it should be noted that attendance data was not available for Lajamanu, Yuendumu or Nyirripi for the last three months of 2013.

⁷ Armstrong, S., Perrett, B. & Stojanovski, A. (2013) "Warlpiri Early Childhood Care and Development Program Evaluation: Fifth Progress Report", Australian Council For Educational Research, November.

Overall it appears that having clear plans for each community with specific targets is focusing the work and contributing to more specific strategies for action. Achievements, or lack thereof, are more visible to all stakeholders contributing to program transparency and increased ownership.

While it is still difficult to judge the longer term benefits of the program, there is some anecdotal evidence that the strengthened early childhood service networks are helping to facilitate the transition from early childhood to school.⁸

Overall the independent report suggests that where WVA has been able to establish strong and consistent relationships, there is increasing support for the early childhood programs in each community. However the independent report also points to the challenge that remains in engaging other stakeholders, including the clinic staff and other services. Some services are not resourced to engage, others resist the opportunity for collaboration. This limits the impact that can be achieved through the program.

It appears that while WVA is working towards an improved service, the context for that service remains challenging. This has important implications for the future of this program and needs to be considered in design of the next phase.

Specific community reports for ECCD include the following:

Nyirrpi

More activities are being offered in this community, with an increasing number of children accessing ECCD activities more than four times a month. Some ongoing problems here have been related to the failure by the Central Desert Shire to provide staff for the play group requiring WVA facilitators to offer a mobile playgroup arrangement. While this is less than optimal because it stops families establishing routines for attending ECCD activities, it has attracted children who have not been to activities before. It is reported that more than half of these children continue to attend ECCD activities.

In this location, largely as a result of low Yapa employment in crèche, there has been a lack of engagement in the early childhood training and therefore Batchelor Institute has withdrawn. WVA is therefore looking for other alternatives for training for local people.

It is reported that there have been some challenges around engaging with other service providers including local clinic staff. However there has been progress on convening the local reference group meetings and having people meet. There also has been some progress on documenting activities.

Lajamanu

The figures available from Lajamanu indicate that more children are attending playgroup. In line with the plans for this community, WVA is consulting with people in order to facilitate increased attendance. There appears to be some good beginning engagement with parents and carers around childhood development.

⁸ Reports from the senior teacher at a preschool in Yuendumu presents some anecdotal evidence that the strengthened early childhood service networks are helping to facilitate the transition from early childhood to school. In the teacher's opinion, children who have come through ECCD activities are less fearful of school and parents are more confident in engaging with the school.

There is good progress in early childhood training and Batchelor Institute continues to be involved in this location. The reference group is active and beginning to operate independently. It is reported that some other activities are starting to happen which support a broader focus on early childhood.

Yuendumu

In Yuendumu the play group structure has been agreed and is now operating. Attendance is increasing although it has still not reached the targets established for this community. The reference group is now operating and is well recognised within the community and by other stakeholders. Early childhood education training is being offered.



Strong attendance at the Willowra Early Childhood Centre

Willowra

In this community there is a significant increase in the number of children now attending playgroup. Under a new partner arrangement playgroup is delivered by Batchelor and funded by WETT with support from World Vision. The project is looking to engage nonparticipating families in this community and is aiming to have 100% of family attendance in ECCD activities.

Limited early childhood training took place during the period as Yapa staff were not recruited to playgroup until late in 2013. The reference group is now established and meeting. There is some positive engagement with other service providers including the local clinic.

WETT Learning Community Centre Program

The Learning Centre program continues to be popular and highly utilised. With learning centres operating now in three locations, and plans underway for a fourth, the model is clearly responding to a strongly felt need in communities.

Recent reflection on the learning centres as a model of adult learning in remote communities describes the approach as ‘facilitated learning’⁹. That is, the learning centres create a culture of learning in communities through a mixture of formal and informal opportunities, utilising both group and individual styles of learning. Importantly the learning centre approach allows for adult learning to be tailored to specific local needs and fashioned around community ways of operating. The description of progress in each of the learning centres, as outlined below, illustrates this increasing adaption to local needs.

Significantly the report suggests that learning centres are a significant social asset. They are one of the few places in many remote communities which are understood to be owned by those communities.

The same reflection notes however that this approach can create some tension with the needs of formal and government systems which operate through more standardised models. Those systems, which control opportunities for increased funding, are concerned with formal training delivery and tangible outcomes in terms of ongoing study and employment for participants. While the learning centres supported by WETT can demonstrate these tangible outcomes, as outlined in the individual centre reports below, their value for local communities goes far beyond these benefits. The challenge for the Learning Centre program will be to continue to engage with the formal systems and provide them with information while also working to educate and inform those systems.



Lajamanu men utilising the training facilities at the Lajamanu Learning Centre

⁹ Kral, I and Schwab, G (2014), “Meaningful Learning, Meaningful Engagement, Meaningful Jobs: A Community-based Approach to Adult Learning in Remote Indigenous Australia”, CAEPR, draft paper.

Lajamanu

In 2012 the learning centre in Lajamanu was still to open. Monitoring at that time indicated people had high expectations for the proposed centre. People wanted it to focus on education and training for adults and provide a bridge for people moving from education into employment. They also identified the need for literacy and numeracy training and placed a high priority on Warlpiri history as well as informal courses such as crafts and media and having access to the internet.

In 2013 there has been considerable progress. Reports indicate that the centre is now fully staffed with a permanent coordinator and a team of local coordinators. There are also maintenance and cleaning staff working on a casual basis. Significantly training and education are now being offered. There is a mixture of formal and informal courses and training being offered, with reports that the training plan is in continual development.

	Informal training or activity		Formal training	
	Number of sessions	Total participants	Number of sessions	Total participants
March-August 2013	49	1071	48	293
September- Feb 2014	50	1361	40	139
Totals	99	2432	88	432

The training has progressed to a more people centred approach of working with individuals and their specific learning requirements, supporting these learners through to completion of training. It also involves working collaboratively on training approaches that respond to the needs and suggestions of local employers. The impression given is of ongoing trialling of different ideas and attempts to meet needs and interests in ways that will help people to progress to either further study or formal employment.

The standout example has been the Certificate One in Business training for senior girls at school which has led to secondary students moving onto formal study in business, local work experience and offers of employment.

As reflected in the number of informal activities in the numbers above, people are using the centre extensively for individual needs, preparing documents, computer access and general meetings. Cultural knowledge and training is being documented and practised. The reports give a sense of progress and moving forward.

An area of challenge is the local advisory group. While advisory group members still offer suggestions individually, the formal meetings are not happening. There are also some complications in the ongoing work with Batchelor Institute and some more work is being done to look at other possible training resources.

Nyirrpi

In 2012 there was high use of this learning centre but limited engagement in formal training. The coordinator reported at that time that the centre was developing an individual approach to learning. There was an impression from the community monitoring at that time that the centre coordinator was in control of decision-making, limiting community control.

In 2013 the reports indicate there is continued active use of the centre but still relatively low engagement with formal learning.

	Informal training or activity		Formal training	
	Number of sessions	Total participants	Number of sessions	Total participants
March-August 2013	8	432	8	57
September- Feb 2014	6	306	9	20
Totals	17	738	17	77

The coordinator reports that formal training is happening but most training is done on a one-to-one basis. There are some challenges with the informal attendance at the centre disrupting the formal training opportunities.

Significantly, the issue of ownership by the community has been addressed. The centre now has a small reference group that covers all families and reports indicate they are attending meetings and actively engaged in issues. This has resulted in employment of local coordinators which means the centre is open more often and more available to people.

Willowra

In 2012 the Wirliyajarrayi Learning Centre was still to open. People had very high expectations of what would be achieved. At the time they were proud of the new learning centre and were looking to it to provide education and training that would lead to employment. They also expected the centre to offer opportunities to preserve culture, and activities that would support culture. People were very clear that the community would direct the operations of the centre.

In 2013 reports indicate the centre is open and operating and that the opening was a significant community event. It appears there has been thoughtful and careful development by the coordinator with some attention given to building relationships in the community and establishing appropriate respectful connections.

There is some formal training happening, although similar to the other learning centres most use of the centre is casual and informal.

	Informal training or activity		Formal training	
	Number of sessions	Total participants	Number of sessions	Total participants
Feb-Sept 2013	5	85	4	34
Totals	5	85	4	37

The coordinator reports that there are many demands on the centre and since August she has had difficulty addressing all of these demands. She now has two local staff helping with coordination as well as other local staff for cleaning and maintenance. She is also working on networking with other organisations.

A particular strength of the centre is the active reference group. There have been five successful meetings since the opening, until September 2013. The reference group is made up of representatives from all families in the community and they work to establish rules and policies to deal with problems as well as bring ideas to assist with training. It will be important to track the progress of this reference group over time and also to track the balance of decision-making between this group and the coordinator to ensure this remains supportive of community control.



Clockwise from top left: Community member and WETT AC member, Maisie Kitson, in the Early Childhood Centre; the entrance to the Learning Centre; Audrey Kitson at the beanie making workshop; the meeting space outside the Learning Centre.

Yuendumu

Negotiations and community consultations for a WETT funded learning centre in Yuendumu started in late 2012. The Centre will build on the existing Education Department funded training room at the Yuendumu Social Club store the funding for which will run out in mid-2014. The program development and consultation process has included engagement by WETT, BIITE and WYDAC.

WYDAC report that the program proposal is the culmination of a five-year strategic plan for youth learning in the community and fills the vacuum created by the lack of a learning centre for formal and informal training in Yuendumu. The current plan will be for WYDAC, BIITE and WETT to combine to devote resources to run the learning centre at two sites: the Yuendumu Social Club store and the new WYDAC Jaru Training facility. It is proposed that the centre will have a nightclub for youth learning in the evenings with a focus on youth and adult training and opportunities throughout the day.

WETT Youth and Media Program

In 2013 the youth and media program operated by Warlpiri Youth Development (WYDAC) continued in the four WETT communities, with an ongoing focus on diversionary programs and the youth development program. The latter is intended to create more formal life pathways including training and employment for young people.

While the diversionary programs remain the major focus for contact with young people, in 2013 there has been more emphasis on education and learning opportunities and some work to try to increase these opportunities. As noted above, WYDAC has been in formal negotiations to open a learning and training space for young people in Yuendumu. This replaces an attempt to provide training through an outreach model, having one trainer move between the four communities.

It is reported that, similar to 2012, it has been difficult to engage young adults in classroom based learning and that the approach of identifying and responding to individual students is now being seen as more productive. This mirrors the experience of the learning centres in the communities and speaks to the need for tailored approaches to promote learning and pathways to employment in each community.

Training primarily focuses on opportunities for the Jaru trainees. This group has extensive experience and skill in running events and managing and reacting to the needs and issues for young people. During 2013, 14 people completed two subjects in Certificate 1 in Education and Skills Development and six of these were active Jaru trainees.

The community reports outlined below provide some detail about the progress in each community.

Willowra

The Willowra program recorded record levels of youth engagement in 2013. There were on average 57 hours of activity per week which attracted, on average, 411 participants to the range of activities. Arts and crafts activities remain the most popular activity and are useful in attracting high female participation. Bush trips continue to run regularly.

While there were periods of tension in the community which limited the opening hours of the centre, the youth centre was able to remain a neutral space through this period providing young people with a safe space for 'downtime'. Significantly while the community unrest continued, there were no related incidents recorded at the youth program during this time.

As a result of high community demand, early evening activities were made available to youth aged over 16, in addition to the nightclub activities for Jaru aged youth. Anecdotal evidence suggests that as a result of the wide variety of activities, young people are going to bed earlier and are less likely to be found wandering around in the community.

The most notable change of the past year is reported as the increasing number of youth aged between 15 and 19 years who regularly participate in activities. This reflects the strategic aim of the centre to further grow youth development and training opportunities on top of the core youth program. In the second half of 2013 there was reported strong increase in Jaru trainee activity.

Early 2013 saw the graduation of several young Jaru into paid employment.

Nyirрпи

In Nyirрпи there were on average 59 hours of activities per week which attracted on average 313 participants. Sports activities are popular in this location although somewhat dependent on the enthusiasm and skill of local coaches and volunteers. A range of bush trips was also run throughout the year, responding to clear feedback from the subcommittee that the program should cultivate youth interest in learning Warlpiri culture.

The Nyirрпи subcommittee met formally twice over the year and reports indicate that the level of community engagement on a daily level as well as through this governance mechanism, is enthusiastic and positive. The number of Jaru helpers and the hours they provide is high given the community's small size.

Engagement with PAW media trainers has been ongoing throughout the year. The WYDAC trainer assisted one student towards completion of his Certificate II in Remote Area Essential Service. It is reported that there are also a wide range of informal learning opportunities and workshops.

One trainee graduate was employed by the end of 2013, bringing to 10 the total employed to date.

Lajamanu

In Lajamanu there were on average 59 hours of activities per week that engaged on average 630 participants. It is reported that there is a flat age spread with nearly half the program participants coming from the under 15 age group. However work is ongoing to create space for young people aged 16 years and over.

Lajamanu is one of the larger outreach communities and caters for significantly high numbers of young people. The Lajamanu subcommittee met formally twice during the period and was able to provide advice on program directions as well as be consulted on new staff appointments.

Staff report that learning activities are now being integrated with activities that were previously solely diversionary. For example arts and crafts projects now also become science experiments, trips to the arts centre have encouraged more Warlpiri stories in artwork and short films are being developed to capture young people's sporting skills. Significantly a new project has been the creation of a reading corner with the support of the school. This space is designed to casually engage young people in literacy and numeracy.

Jaru involvement continues to be high particularly in the delivery of sports activities and running the disco canteen. There are 60 active Jaru trainees. Several Jaru graduates were assisted during 2013 to access further learning and leadership opportunities. 12 trainees graduated in the second half of 2013 and eight were employed at the time of their graduation.

The training coordinator reports there was some success in July and August with enrolments and training sessions. However Lajamanu has generally proved more difficult than the other communities in terms of student engagement. For this reason a different approach is being developed for Lajamanu with the Learning Centre and other providers to build strategic partnerships for learning for young people.



Additional WETT funding for the Youth and Media Program has enabled WYDAG to purchase 3 4WD buses to take young people out bush safely.

Yuendumu

Yuendumu youth program provide an average of 68 hours per week, with an average of 587 participants. 89 Jaru trainees assisted in running these activities.

The reports indicate that there was increased involvement by young men from the community and a shift towards a slightly higher average age participation. This increased engagement, by what could be seen as a high risk group, demonstrates the extent to which the program is responsive to the diverse needs of young people in the community. A 13 member Jaru subcommittee meeting was held in September focused around planning for the new learning centre space.

In the second half of 2013 four Jaru trainees graduated and all four were employed at graduation.

Warlpiri Language and Culture Support Program and the Warlpiri Secondary School Support Program

In 2013 WETT allocated \$100,000 per year for two years to implement the programs in Warlpiri schools. The country visit and elder payment program provides school students with the opportunity to learn from the community elders both in the classroom and on bush trips. The secondary school support program provides direct support for Warlpiri secondary students (living in and outside

Warlpiri communities) attending boarding schools, as well as funding for interstate school excursions.

Reports received indicate that a number of individual students were provided with specialist support. In addition Willowra School was able to undertake a two-day program with local artists working beside students. This fostered family relationships with the school. A senior class excursion to Cairns was undertaken by students from Willowra, and a country visit undertaken with CLC Rangers and traditional owners.

In Lajamanu, a school excursion was undertaken to Cairns with positive engagement by students. Elder visits to the school and a four day country visits were also supported at the school. Nyirrpi middle school students also attended an interstate school excursion to Cairns and a number of small country visits were also supported by the school.



Lajamanu students experience sailing for the first time on an excursion to Cairns

4. The Tanami Dialysis Project

This project focuses on providing remote dialysis services which meet the physical needs of Warlpiri people, as well as giving attention to the need to maintain cultural and family connections. The project is auspiced by the Western Desert Nganampa Walytja Palyantjaku Tjutaku Aboriginal Corporation (WDNWPT) which is based in Alice Springs. The project has two remote sites, Yuendumu and Lajamanu. Each site has been through multiple stages of development, receiving support from the Kurra Aboriginal Corporation throughout those stages. The project also receives funding from GMAAAC for specific activities and has successfully sought grants from the ABA, Lajamanu Progress Association and NT and Commonwealth government.

The services offered by this project include remote dialysis services in Lajamanu and Yuendumu as well as dialysis and social support services offered in Alice Springs through the Purple House. Reports from 2013 indicate that the Lajamanu regional dialysis unit was established and operating with a total of nine Yapa patients. A patient support worker for Lajamanu and Kalkarindji patients was employed to work in Darwin late in 2013. In Yuendumu, 12 patients were able to return home for dialysis with two able to remain as permanent patients in the community.



After three years of planning and development the new Lajamanu Regional Dialysis Service opened in May 2013 with funding from Aboriginal and government sources including: Kurra Aboriginal Corporation (\$454,000); GMAAAC (\$64,000), Lajamanu Progress Association (\$250,000); the ABA (\$2.3m); and a donation dialysis machines from the NT Government (\$100,000).



Clockwise from top: Kurra Director Daniel Rockman with Lajamanu Kidney Committee member Geoffrey Barnes; welcoming dance at Lajamanu Dialysis Opening; Kurra Directors Freda Jurrah and Daniel Rockman with renal committee chair and patient Helen Morris.

In addition, dialysis was provided at the Purple House, alongside a range of other social supports and services. 18 women and 15 men utilised multiple services at the Purple House in 2013. Reports received from the project partner indicate that good attention is being given to the overall management of the project and that services are operating with stable staffing and attention to good governance and high quality service provision. Funding is now being received from various sources beyond Kurra and GMAAAC, suggesting good attention to sustainability. This also suggests that others, including governments, now identify the value of this service.

There has been a range of independent monitoring for this project in 2013. An independent review was undertaken of the service delivery model utilised by WDNWPT¹⁰ with the following conclusions,

“Our observations in this report show WDNWPT to be a resilient organisation that has continually evolved to build the suite of services that not only addresses the dialysis needs of its clients but provides the surrounding support that makes that care more effective and sustainable.....

The WDNWPT service delivery model is enabling families to stay together, communities to retain their elders and individuals to remain on country, all of which contribute to larger goals of education participation by children, economic contribution of adults and safety of communities.” (pg. 23)

Significantly, the review report gives considerable attention to the cost effectiveness of the model. Given the high satisfaction with this model by Aboriginal people this is an important consideration. The detailed review of cost effectiveness suggests that the model used by WDNWPT appears to provide a cost per treatment no different from the *Nationally Efficient Price*¹¹ (NEP). More significantly the report suggests that there are a series of cost savings generated by this operational model that reduce cost of the government services beyond the scope of what is included in the NEP. In other words ***the model provides greater services for cost that would be considered an efficient benchmark in comparison with other dialysis services***. The report suggests that if the service was expanded to provide more treatments the cost of treatment would further reduce, increasing the service cost effectiveness.

Alongside this review of the service model Kurra funded and WDNWPT commissioned independent monitoring around the value of the Purple House for Aboriginal people and the experience of people returning to Yuendumu for dialysis. This builds on monitoring in communities in 2011¹².

The following table summarises the number of interviews conducted. Alongside service users and their families, interviews were also undertaken with other service providers in Alice Springs. (Interview questions are included at Annex A)

	Dialysis patients		Family members		Other service providers
	Male	Female	Male	Female	
Alice Springs interviews	3	9		2	5
Yuendumu interviews	1	6	2	5	
Totals	4	15	2	7	5

¹⁰ Ernst &Young (2014), “Western Desert Nganampa Walytja Palyantjaku Tjutaku Aboriginal Corporation. Service Delivery Model”, February.

¹¹ The Independent Hospital Pricing Authority (IHPA) publishes an annual National Efficient Price (NEP) Determination for public hospital services for each coming financial year. The NEP underpins Activity Based Funding (ABF) across Australia for Commonwealth funded public hospital services. The NEP has two key purposes. The first is to determine the amount of Commonwealth Government funding for public hospital services, and the second is to provide a price signal or benchmark about the efficient cost of providing public hospital services.

¹² In that monitoring people indicated a high degree of satisfaction with the services provided by the Purple House and the newly provided remote dialysis in Yuendumu.

Similar to the findings from 2011, the monitoring shows that people are highly satisfied with the services provided by the Purple House. It is clearly seen to be supportive and a place where people feel comfortable and welcome.

PH gives help with transport whenwas in Alice for 18 months we used to visit Purple House a lot. They were friendly and helpful. They were respectful in how they dealt with They gave her dialysis there.

They come and pick me up for Purple House. It's good to have friend next door- we go together to Purple House. Purple House organise doctor- they take me for x-ray at main hospital. At Purple House- we don't get shame, and we talk English to Luritja people.

Other service providers in the community also have very positive views about the services provided by Purple House.

To be honest I don't know what more they can do that they are not already doing. They do such a fantastic job. If PH wasn't there it would be terrible. They provide meals and BBQ, people drop in there all the time. They do craft activities and have bush tucker. It's a shame they are not there for every group. (Respondent from Tangentyere Council)

It really helps a lot because we have a lot of different Aboriginal groups here. It helps extremely—they are the biggest help we have. Other organisations come every week. PH is more regular. People are very comfortable with them. They feel at home. They have lunch there on free days off from dialysis.....I don't know how people would survive without them. They are far from their communities and families and it is very hard for them. (Respondent from Alice Springs hostel).

People who choose to use the Yuendumu service considered it to be very important to maintain their family and cultural connections.

Dialysis at Yuendumu is a big help. My niece is on dialysis and lives in town, another niece is also on dialysis and living in Alice. We want them out of Alice. is missing out on family decision making about her country and money.and both have young fellas [young sons], and whenand go into town their family follow. They get drunk and get into problems.

It's good. I do it so we can see family at home. It's important because we like living at Yuendumu, because that's who we are and we've got family there. Sometimes we have sorry business and funeral and we go bush and sit with family there. Sometimes my family come and visit –but they have to go back to Yuendumu and can't stay long because they've got jobs there. I've also got grandchildren at Yuendumu.

In Alice Springs we go back after dialysis and sit down lonely way or people go back to alcohol in the house with drunken family. That's their life there. But when we are here we have family waiting for us back home. ...makes us happy, laughing, yarning and joking with each other.

Not all people choose to use the service at Yuendumu, in part because they believe the service is too crowded and not enough chairs are available.

I go to PH to try and organise to go to Yuendumu but it's too full at Yuendumu [chairs]—too many renal patients; they are fighting over it.

No, I'm finished with dialysis at Yuendumu, they've only got two chairs there and I'm happy staying here. I've got no family at Yuendumu.

This is in some contrast to reports from the service itself which suggests that it is not being fully utilised. It appears that the service continues to be impacted by community events and people's sense of safety and place in their own community. More employment of Yapa staff would provide more direct information to the program about community safety concerns. It also increase the sense of local ownership and accountability to the program.

Overall however what the monitoring of this program illustrates is that it is an important service which meets a significant tangible need as well as addressing cultural concerns in the different communities. It is a largely Aboriginal funded service which is highly cost-effective and valued by those who use it. There may be value in wider publication of this model to government and other service providers.



The first clients to receive dialysis at the new Lajamanu Regional Dialysis Unit

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

The project started in 2005 with the purpose of developing projects and planning for business enterprises to benefit the traditional owners of Uluru-Kata Tjuta National Park and the communities in which they live. These include Mutitjulu, Kaltukatjara (Docke River), Utju (Areyonga), Aputula (Finke), and Titjikala (Maryvale) in the Northern Territory, and Pukatja (Ernabella) and other communities in the Anangu Pitjantjatjara Yankunytjatjara Lands of South Australia. In 2006 Mutitjulu community chose the Mutitjulu Working Group (MWG) members to progress projects addressing the needs of that particular community.

In 2013 there were 13 meetings held - 11 subproject planning meetings and two large meetings in Mutitjulu with traditional owners. The following table shows that five subprojects were planned and funded for 2013 together with one regional project.

# Sub-Projects planned 2013			
Outstation	Project	Organisation	Amount funded
Pilaniitja (APY Homeland near Ernabella)	Cemetery Upgrade	Tangentyere constructions	\$16,790
Ulpanyali	Wicking Beds Project	Centre for Appropriate Technology	\$10,000
Lilla	Visitors camp site upgrade	Centre for Appropriate Technology	\$55,000
Tjitjingati	Tourism Infrastructure	Tangentyere constructions	\$32,522
Tjitjingati	Shed and bore repair	Tangentyere constructions	\$24,092
TOTAL	5 projects		\$138,404
# Regional project planned 2013			
	Project	Partner	Amount funded
	Dialysis support to remote communities	Western Desert Nganampa Wlytja Palyantjaku Tjutkau	\$30,496

Notably 82% of the funding was directed by Aboriginal people to outstation upgrades or repairs. (The remaining 18% was allocated to a regional level project). Progress reports indicate successful project completion across the outstations, contributing to community benefit. It is reported that families from four of the 2012 outstation upgrades are regularly visiting and living in those places. In

one location a family managed tourism business is now being actively developed following the completion of URM supported infrastructure development.



WDNWPT Purple Bus received funding from the URM Project to deliver dialysis services in communities.

A two year progress review report was received on the MindMatters program¹³, indicating that the program is now well developed and integrated into teaching across a number of locations. There is now anecdotal evidence of positive change both at school and home on children's behaviour attributed to the program.

A report was also received from the Ara Irititja project, where URM has provided funding to support a field officer and casual employment of Anangu people to promote the use of the cultural heritage archives throughout the eight locations. Significantly the report indicates increased use and access to the archive and active use especially in the communities of Utju, Titjikala and Mutitjulu. However it also notes the ongoing need for advocacy, especially with service providers in the communities, to safeguard people's access to the archive and ensure its continued community location.

¹³ Mind Matters is a strategy and framework that supports school communities to improve mental health outcomes such as building protective factors. It is intended to promote a whole school community approach to mental health and well-being with the school, families, parents, staff, community and agencies work together, creating a vision, a set of values and strategies for social and emotional health and well-being. In 2010 traditional owners from the Uluru/Kata Tjuta national park allocated \$60,000 to Mind Matters through the URM community development project.



Students from Utju school and community member Valdwyn Moneymoon utilising the Ara Irtitja program.

Finally a report on the dialysis bus was received. While the report was for fieldwork undertaken in 2012 it indicates that the bus service has been active and provides a much-needed service. Continuing in 2013, the funding has enabled people to return home using the bus for remote dialysis.

Mutitjulu

In the 2012 monitoring report particular attention was given to developments in Mutitjulu, in particular the construction and operation of the new pool. In 2013 funding was directed to further development activities in this community.

Projects funded in Mutitjulu in 2013			
Projects	Organisation	Amount funded	Status
Official opening of Mutitjulu Tjurpinytjaku Centre	CLC	\$13,000	Completed
Recreation Hall toilets/kitchen repairs	Tangentyere Constructions	\$23,978	Ongoing
R & M to Youth Recreation Precinct	Mutitjulu Community Aboriginal Corporation	\$57,872	Funding not released
Pool Operators House	CAT	\$533,660	Funding not released
4 projects		\$628,510	

13 meetings were undertaken in the community many focused around operation of the new pool.



Clockwise from top left: the entrance to the swimming pool; Justin Bob and Tristen Jackson enjoy their first swim in the pool; senior women and girls perform inma at the pool opening; the Mutitjulu pool sits in front of Uluru.

The pool was officially opened in September 2013 and has been enthusiastically used since that time. In the first five weeks of operation (September- October 2013) there were 1,000 individual pool entries. The figures show that the majority of these people were between the ages of five to 12 years and that more females were using the pool.

The second report (November - January 2014) shows steadily increased attendance. The majority of people using the pool at that time were still aged between five to 12 years but the proportion of males using the pool was starting to increase.

There is emerging anecdotal evidence that the 'yes school - yes pool' policy is contributing to an increase in school attendance. Employment of local community members is now being offered although it has been difficult to attract permanent employees. Regular informal assistance is being offered however by the older teenagers.

Mutitjulu Working Group (MWG) members sit on the pool committee together with representatives from CASA Leisure (the pool operator) and the CLC. The pool committee met for the first time in November 2013. It is reported that members of the MWG remain actively involved. A pool youth committee has also been formed. It is envisaged that this youth committee will be encouraged and supported to join the main pool committee, with young people therefore taking up decision making roles.

Given the high expectations at the beginning of this project it will be important to continue to monitor the value of the pool for the community over time.

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

The purpose of GMAAAC is for community benefit and development across nine communities through: helping with housing, health, education, employment and essential services; with employment and training; and promoting Aboriginal self-management.

The figures for 2013 show that the project continues to be active across the nine communities with a total of 34 meetings held throughout the year. Significantly 77% of new project applications submitted in 2013 were approved for funding. This continues an upward trend of approved project applications growing from 74% in 2012. It appears to indicate ongoing community acceptance of the GMAAAC rules and community identification of projects which are most likely to be approved under those rules and be accepted by the community.



Yuendumu Baptist Church water installation and band equipment projects.

	# Community and committee mtgs held		# Other meetings	# Projects Funded/ Approved	
	<i>Committee Meeting</i>	<i>Community Meeting</i>	<i>Sports Club Support Mtg</i>	<i>Project Applications</i>	<i>Funded Projects</i>
Yuendumu	2	1	0	9	7
Lajamanu	2	1	2	31	24
Willowra	2	1	1	19	9
Nyirрпи	2	2	1	7	7
Mt Allan	2	1	2	8	8
Balgo	2	1	0	5	5
Billiluna	2	1	0	5	5
Ringer Soak	2	1	0	4	3
Tanami Downs	2	1	0	4	3
Total	18	10	6	92	71
					77%

Approximately \$1.119 million was distributed throughout the nine communities with the largest amounts being spent in Lajamanu, Yuendumu, Mt Allan and Willowra.

The long-term trends show that projects can take some years to be fully completed with 47.14% of projects funded in 2012 completed by the end of 2013.

# Sub-projects from previous years completed /reported										
	2012		2011		2010		2009		2008	
	<i>Funded</i>	<i>Completed</i>	<i>Funded</i>	<i>Completed</i>	<i>Funded</i>	<i>Completed</i>	<i>Funded</i>	<i>Completed</i>	<i>Funded</i>	<i>Completed</i>
Yuendumu	14	3	21	11	27	26	28	28	22	22
Lajamanu	12	5	18	15	22	20	13	12	20	20
Willowra	8	5	13	10	19	17	10	10	5	5
Nyirripi	10	3	10	5	13	11	11	10	4	2
Mt Allan	8	4	7	5	12	9	10	9	1	1
Balgo	6	3	3	3	2	2	7	4	0	0
Billiluna	6	5	1	1	2	2	0	-	0	-
Ringer Soak	3	2	2	2	2	2	3	3		-
Tanami Downs	3	3	4	3	2	1	0	-	0	-
Total	70	33	79	55	101	90	82	76	52	50
		47.14%		69.62%		89.11%		92.68%		96.15%

Project reporting indicates the ongoing diversity of projects funded by GMAAAC, including support for health, education, housing, essential services and support and activity programs for teenagers and others in the communities. Most often projects appear to be focused on tangible and short term activities.

Two extensive reports were received in 2013. One was an evaluation of Milpirri 2012¹⁴. Milpirri is a cultural event run by Warlpiri people in Lajamanu, together with Tracks Dance Inc. The evaluation looked at quantitative and qualitative data to assess the outcomes from Milpirri across seven themes¹⁵. The evaluation concluded that notwithstanding the fact that Milpirri 2012 took place against a backdrop of dramatic change for Warlpiri people¹⁶ the event was successful across all 7 themes. GMAAAC allocated \$80,000 to Milpirri 2012.

¹⁴ Holmes, M. (2012) "Evaluation Report: Milpirri 2012", Beit Holmes and Associates Pty Ltd.

¹⁵ These themes included attendance, physical aspects of health and well-being, employment mentoring and training, outreach and cultural promotion, education outcomes at school, social determinants of health, & cultural continuity. They were drawn from international literature on community festivals and indigenous well-being.

¹⁶ The study's author points to the Northern Territory intervention, the removal of local councils and the disengagement of the education Department with bilingual education as major impacts on the lives of people in the Lajamanu community at this time.

Vital Statistics

milpirri

Milpirri Participation

92 School children performing
69 Women painted up and dancing, 7 dancing but not painted
50 Men painted up and dancing
11 Men singing
475 in the audience
20 separate dances

Visitor Feedback

9/10 - Visitors average rating of their Milpirri experience (from online survey)

Community Partnerships

15 organisations giving financial or in-kind support
3 National universities collaborating or conducting independent Milpirri research

School Attendance

16% up on pre-Milpirri average

Health and Fitness

10 minutes – time kids could dance for during the first two weeks of dance class before getting tired
60 minutes – time they could dance for in the remaining three weeks of dance

Tracks Inc Workshops

120 School workshops X 1 hour

5 Whole of school rehearsals X 1 hour

14 Rehearsals with 4 leaders X 1 hour

20-24 Grade three students included in Milpirri for the first time

Cross Cultural Training (in addition to the performance)

1 Professional Development Training held with teachers

1 Teacher education pack developed

1 Teacher in service training delivered

1 Milpirri Program and pre-show briefing

1 Private post Milpirri feedback session with participants and Tracks

Cultural Revival (in addition to the performance)

27 Banner designs created and discussed

11 No. of Milpirri Banners painted

Outreach

1 Mainstream documentary in production

Website, advertisements, photo gallery, shirts, arm bands

1 Milpirri DVD in production

Indigenous Employment

114 Warlpiri people employed



Photo by Peter Eve of Caleb Patrick and Nick Power performing at Milpirri

What feelings and thoughts did you have about the event?

The opening was really good. We were really happy that people came from Kalkarindji – everybody [senior people from Kalkarindji, Lajamanu and other Warlpiri communities] cut the ribbon [to officially open the area].

It was really good that the school came and that we had support from the staff and Principal. The kids got painted up and danced together with the old people – we really like this sort of thing happening.

What do people feel about the Kurdiji?

People think it's a good one coming up. All yapa said it's good that Kurdiji is starting, it's a good one coming up. But it must grow slowly, not fast – slowly!

What is Kurdiji for?

Kurdiji is for yapa law and to promote doing things in a yapa way. We'd like to go a bit further – to have more yapa control of Lajamanu.

The other major report received was about the opening of the Kurdiji building in Lajamanu. GMAAAC allocated \$167,600 for renovations to this building to support local governance processes in Lajamanu. The report focuses on the opening day but gives attention to the significance of Kurdiji as a local governance structure in the community and therefore the value of the project funding for the whole community. *The sign was the finishing touch to the Kurdiji building which opened in May, 2013.*



Geoffrey Matthews, Lajamanu community member, helped install the Kurdiji sign for the new Kurdiji building in Lajamanu

GMAAAC governance

An issue identified early in GMAAAC implementation, after the CD Unit took on responsibility for supporting CD processes for this corporation in 2008, was the community governance capacity in the project. Part of the strategy of project implementation has been to move from community engagement to increased community ownership and direction of GMAAAC. There have been a series of examples throughout 2013 that point to positive development in this direction.

Particular attention was given in 2013 to working with committees and GMAAAC directors to understand the long-term financial outlook of the project including the finite life of the mine and the related importance of investments for future use beyond the mine. As a result of these discussions, communities are starting to change their use of funds. For example, committees in Yuendumu and Lajamanu saved funds in 2013 to keep critical programs operating in 2014. In Nyirrpi the committee utilised funds from other sources to ensure the GMAAAC funded programs could continue in 2014. The Yuelamu committee decided to return funds allocated in 2013 for a community bus recognising that they would not have the ongoing funds required for repairs and maintenance. They decided instead to choose projects that would not require long-term maintenance funding.

In 2013 the GMAAAC DVD was launched by GMAAAC directors. The launch saw the directors expressing strong ownership and pride in the program, keen to share with other communities what had been achieved through the projects. This sense of achievement and ownership was echoed in a public presentation made by one of the GMAAAC directors who is also a community committee member, together with a CLC staff member, to an external conference about the use of a community development approach among Aboriginal communities in Central Australia.



David McCormack, GMAAAC Director, and Lisa Cook with the new GMAAAC DVD

A code of conduct was endorsed by the GMAAAC directors in March 2013. This code covers issues such as avoiding conflict of interest, acceptable standards of behaviour and honest and fair decision making. It addresses issues of leadership, misuse of project money and failure to comply with program rules. Significantly, throughout 2013 at community committee meetings, members have called upon the code to remind fellow members about responsible use and authorisation of funds.

Throughout 2013 changes were made to GMAAAC processes to ensure those processes were more relevant to community situations. This included a change to community committee quorums, and an increase in the term of future directors and committee members (to three years, up from two years). Both changes were undertaken following extensive consultation with all committee members and were endorsed by GMAAAC directors.

7. Northern Territory Parks Project

The purpose of this project is to implement the CLC council resolution that all rent and income generated from 16 national parks, conservation areas, historic reserves and nature parks across the CLC region be paid only for the benefit of traditional Aboriginal owners of the land, via community benefit projects. The project aims to achieve this by establishing a community development planning process with each of the groups, in order to achieve broad ranging social, cultural and economic benefit. The project commenced in 2010 following several years of consultations with Park traditional owners about the option of using future rent for community benefit. Based on the positive response from a range of park traditional owner groups the full Council considered a resolution to direct all rent to community benefit over two days at their November 2010 Council meeting. Ultimately the Council passed the resolution by a clear majority, with only four delegates voting against it.

By 2013 the work has continued to expand with 39 meetings held across 18 locations during the year. This included 11 traditional owner meetings and 28 meetings of the various working groups. Significantly by the end of 2013, all but one of the 16 parks has in place their own decision making process, developed to suit their context.

As demonstrated in the table below, 22 projects were approved in 2013, with 8 being completed and four (funeral support projects) under operation.

Projects Funded/ Approved in 2013					
Project	Region	Organisation	Amount inc GST	Status	Reports received
Kalkarindji Cemetery Headstones Sub-Project	Judburra / Gregory National Park	Munguru Munguru / Daguragu Rangers (CLC)	\$18,700	Completed	1
Urremerne Northern Water Sub-Project	Ewaninga Rock Carvings Conservation Reserve	CAT	\$16,500	Completed	1
Urremerne Northern Water Deliveries Sub-Project	Ewaninga Rock Carvings Conservation Reserve	Ingkerreke	\$17,600	Funded/ approved	
Urremerne Future Infrastructure Planning Sub-Project	Ewaninga Rock Carvings Conservation Reserve	CAT	\$7,700	Completed	1
Urremerne Shelter #1 Sub-Project	Ewaninga Rock Carvings Conservation Reserve & Cameco / Paladin EL25758	CAT	\$99,000	Completed	1
Ukaka and Watarrka School Sub-Project	Watarrka National Park	NT Department of Education & Training	\$73,333	Funded/ approved	
Hatches Creek Shelter and Ablution Block Sub-Project	Ilytwelepentye / Davenport Ranges National Park	CAT	\$160,000	Completed	1

Watarrka Meeting Place Structure	Watarrka National Park	CAT	\$264,000	Funded/ approved	
Hatches Creek Equipment Shed Sub-Project	Ilytwelepentye / Davenport Ranges National Park	CAT	\$66,000	Completed	1
Emily and Jessie Gaps Picnic Areas Sub-Project	Yeperentye / Emily & Jessie Gaps Nature Park	CAT - but planning still going and CAT not yet involved.	\$88,000	Funded/ approved	
Urremerne Shelter #2 Sub-Project	Ewaninga Rock Carvings Conservation Reserve & Cameco / Paladin EL25758	CAT	\$104,500	Exec resolution required	
Panel Well Water Sub-Project	Arltunga Historical Reserve	Ingkerreke	\$64,200	Exec resolution required	
Iwupataka Water Infrastructure Plan Sub-Project	Tyurretye / West MacDonnell National Park (EAST)	CAT	\$70,400	Completed	1
Tyurretye / West MacDonnell NP WEST Funeral Support Project	Tyurretye / West MacDonnell National Park (WEST)	CLC	\$11,000	Funded/ approved	
Hatches Creek Meeting Place Landscaping Sub-Project	Ilytwelepentye / Davenport Ranges National Park	CAT	\$5,500	Completed	1
Yeperentye / Emily & Jessie Gaps NP Funeral Support Project	Yeperentye / Emily & Jessie Gaps Nature Park	CLC	\$27,500	Funded/ approved	
Black Tank Bush Graves Sub-Project	Native Gap Conservation Reserve	Ingkerreke	\$27,500	Exec resolution required	
UluPERTe Outstation Solar Power Sub-Project	Trephina Gorge Nature Park, N'Dhala Gorge Nature Park & Corroboree Rock Conservation Reserve (Williams family)	Eco Energy	\$165,000	Exec resolution required	
Atnawarle Outstation Shelter Sub-Project	Dulcie Ranges National Park	CAT	\$110,000	Funded/ approved	
Chambers Pillar Funeral Support Project	Chambers Pillar Historical Reserve	CLC	\$11,000	Funded/ approved	
Urremerne Water Infrastructure Repairs Sub-Project	Ewaninga Rock Carvings Conservation Reserve	CAT	\$22,000	Exec resolution required	
Native Gap Funeral Support Project	Native Gap Conservation Reserve	CLC	\$27,500	Funded/ approved	
22 projects			\$1,456,933		8

Monitoring for 2013

At the start of this project there were some strong views against the decision by the Land Council to allocate all the money for community benefit. It was also clear at the start of the project, with 16 different traditional owner groups, that there would be a considerable amount of work involved meeting with all those groups and introducing them to an appropriate community development process. Therefore there is interest in understanding what benefits a community development process is achieving and to what extent community views about the value of directing funds to collective benefit is changing as a result of those achievements.

In 2012 the monitoring across four locations identified some possible trends. Some groups were beginning to see the benefit of the projects in their community and were engaging further with the process. There appeared to be some relationship between other incidents and events in a community and the optimism people had about the projects they were planning or implementing.

In 2013, nine out of the 16 park groups were selected for monitoring, to give a more substantial picture of change across several different locations. In each area men and women were interviewed, most often those either on the Park working groups or associated in some way through family connections. The focus was on understanding what outcomes were now being achieved because of the community development process. Particular attention was given to the benefits identified by people, as well as people's attitude and understanding about the underlying community development and decision-making processes.



From left: John Liddle (traditional owner), Yash Srivastava (CAT architect), Syd Maloney (traditional owners) and Anslem Impu Jnr (traditional owner) discussing a site for Watarrka meeting place shelter.

The following table identifies the range of people consulted in this monitoring. In addition to traditional owner members, consultation was also undertaken with service providers and contractors working in or near communities in order to consider their experience, particularly their experience in working with CDU. (The list of questions for the interviews are attached at Annex B.)

<i>Location</i>	<i>Number of community members interviewed</i>			<i>Number of service providers/ contractors interviewed</i>
	<i>Men</i>	<i>Women</i>	<i>Total</i>	
East McDonald Parks cluster	4	4	8	
Yeperenye/Emily and Jessie Gaps Nature Park	3	5	8	
Ewaninga Rock Carvings Conservation Reserve	4	3	7	1
Tyurretye/West Macdonnell National Park- Western group	2	3	5	2
Tyurretye/West Macdonnell National Park - Central	5	1	6	
Tyurretye/West Macdonnell National Park- Eastern		5	5	
Karlu Karlu/ Devils Marbles Conservation Reserve	2	4	6	3
Iyltwelepentye/ Davenport Range National Park	2	5	7	
Chambers Pillar Historical Reserve	3	6	9	
Totals	25	36	61	6

The different views from each of the nine locations¹⁷ are provided in detail below.

In summary the data that was collected indicates that in locations where projects are either being implemented or are completed, people are happy and are able to identify the benefit for themselves and their community¹⁸. In most of these locations people also have ideas about how to build upon their successes to date.

¹⁷ Note that the west Macs group was one location but chose to divide into three groups for the purpose of managing the funds and projects.

¹⁸ It is important to say that attempts to correlate people's response to this project with other events in their communities was not successful in this round of monitoring. The questions designed to elicit information about broader community context and other influences which may determine people's feeling of optimism or positive view of the community were generally hard for people to answer and not responded to in a consistent way across the sample group. Therefore it was not clear that there was any obvious correlation between

Projects in most locations were strongly focused on tangible improvements to places or things of cultural concern for people, such as outstations and funeral support projects. However there were other projects implemented or proposed, including proposals for small businesses and a well thought through program in one area to address debts incurred through water use.

In terms of outcomes it appears that the simpler projects have been those most likely to have gone ahead. There are a range of projects that have taken time to be implemented or have been delayed for various reasons. In some cases projects have not been able to proceed because they were not feasible in the context, contractors were unable to deliver or there were difference views within the group about how the project should proceed. Significantly when projects are delayed or take longer than expected this creates a lot more work for CDU staff in both project management and communication with the community. It complicates the community development process because people begin to feel they have less control. It potentially undermines people's commitment to an ongoing community development process.

In terms of the decision-making process, people were well informed and very clear about both the process within their community and the role that CLC played on their behalf. Most communities were satisfied with this process, even though in some locations there were people who were still unhappy with the original decision to allocate money for community benefit.

Significantly, there are some emerging examples where people have considered community benefit wider than their immediate community. However it is too early to be clear that all the traditional owner groups would necessarily agree to have money distributed for community benefit in the same way in the future. Thus engagement in the community development process seems to be a work in progress.

East McDonald Parks cluster

The traditional owners of the East McDonald's cluster of parks decided in 2011 to pool the rent from three parks and then split it equally amongst the three traditional owner families variously associated with these parks. This has resulted in approximately \$50,000 a year for each of the family groups to apply to subprojects. Each family group decided on their own process for decision-making.

The overall experience in this location is that while several ideas were put forward from each family group, not all have been able to go forward for different reasons. Clearly people are happier in those areas where projects have either been completed or are under development.

Generally people understand the rent money project, how it happened and who is assisting them.

We had a little meeting last month in the office and we gave CLC the go ahead for the project. For the water.

We work with [CLC CD officer]. It's all right what's he's doing with us. We're getting Ingkerreke and CAT to look at water infrastructure.

events and people's responses about the subprojects happening in the community. This will be an area for further consideration in future monitoring.

We make decisions in family groups.

Projects that focus on areas that are important to people, such as outstations, continue to be well valued. People are clearly able to identify the benefit for themselves and their families. Older people tend to place a higher priority on the value of projects that benefit the community as a whole

We are going to use that money to fix – demolish put toilets – too dangerous for kids to fall in. We want flush toilets in houses – health. And we want to put a bridge on our crossing. That’s all we talked about. The tank has a big hole – rusted right through. We need a new tank – that’s why no one lives there – no drinking water. Exactly what I talked about – it’s a great thing - we are spending on the community. Every one of us has talked the same thing – all great for all these things to be done for Williams Well community to benefit us. This money is not being spent for me – it’s for the family. I gave 40 years of my life to working as a health worker here at Santa Teresa. I’m 69. I want to go back to my country before I pass away and teach all I know about country and culture to my whole family. I’m retired now – last year. Now it’s time to look after my own family. This money for community project is what we all agreed on for community benefit.

In this location there are some projects that failed to go ahead. While there were few respondents in those locations the responses received suggest that people can be very disheartened and dispirited when their ideas for the community are not able to be realised.

The issue to note is that at least one project in this area has had a protracted development with the original decision made in 2011 and project completion now planned for early 2014. This raises some questions about the ongoing work CDU needs to undertake to both manage projects and stay in communication with people in the community through the process.

Yeperenye/Emily and Jessie Gaps Nature Park

In this location a working group was established with authority to decide on projects. Three subprojects were identified to utilise the annual rent of \$85,000.

Residents in this location report that activity to date has been limited. One smaller project, to establish a funeral support project, has gone forward.

People were appreciative of what has been achieved with the funeral support project.

It’s just recently helped us to pay for the funeral of one old lady who was a great supporter. In return we respected her, supporting her with funeral fund. That made us proud that we did something in return. She wasn’t a TO but really supported us. The funeral fund is a good project.

And more generally there was a sense that people are proud of the opportunity to make decisions about what was important for their community.

The money. It makes us feel really proud. Now that the CLC and Parks are recognising us for it. Its joint management. It makes us feel we have more power over what we can do about the Parks. And knowing we have money there to spend in a good way.

It's important to be on working committee. It's good for us to get things up and running for our children and great grandchildren. We are proud of that, especially for young ones; they need to know from older people. Old ones can explain things in language and young ones to tourists in English for visitors. We need to look after our places. It's been there for a very long time, from old people looking after it and the next generation—the rock art. That's very important, especially for the men.

People remain committed to their ideas to develop the community but clearly there is some developing frustration here due to the delay in projects being implemented.

Nothing happened yet—I think we are having another meeting about that in April. [CLC CD officer] came out yesterday and talked to me about where the boundary is going for joint management. It's already fenced.

We talked a couple years back about picnic tables, toilets and all that. It hasn't happened yet—we are waiting for another meeting.

Ewaninga Rock Carvings Conservation Reserve

In this location a working group of traditional owners has been established to authorise payments for projects from the approximately \$55,000 annual rent money. Money is being used to further develop a new outstation and the group has also used some additional exploration money for subprojects at the same outstation.

In the monitoring undertaken in 2012 people reported that they were happy with the projects and the results as well as the benefits for themselves and their local community. At that time there was some dissatisfaction about the pace and quality of the projects, but generally a positive and optimistic view of what could be achieved.

Similar results were available in 2013. Some projects are proceeding and overall respondents living in this area were happy with the progress. People were able to identify the clear benefit to the community.

It's much easier now with the tanks—better than having to cart water from the community to there. I've got two grandchildren and we take them out there. It's nice for family to be together. Great to go back there and get away from noise of community. We go there when we have a vehicle. It's going to be a big help for us when everything is there. We go there with everything now. It's really good to have this project—we wouldn't have those things without it.

We go there every weekend, sometimes for a week. We go back there to relax. That's our country and we like being there. If it wasn't for this project we couldn't have these things.

People also identified that the projects supported culture and maintained the connection to land for younger people.

We'll go out every weekend when solar is on, and we'll take kids there for country visits and family. We'll get bush medicine, tucker and show kids how to cook it and kangaroo. We'll be

telling children about how they own the land and all the stories for the land. Talk to the men and older women about other plans for the place.

It helps the families to talk about what they want on the land. It's good – family members wanting to do more – developing dream of what they want to do on those areas. Because we can also do our cultural activities there and teach young people about the culture and stories and songs about the land – so they can know about the land.

Significantly people who responded have further plans for the future, transport remaining an ongoing issue.

I'm planning to put trees around my shelter. I reckon talk to family and get them in a group as to what they want to happen, who is going to stay there. I might go back and live out there. It's just transport that's a problem—sometimes our cars aren't going—sometimes we got no money for fuel.

In this community all the people who responded were aware of how the project was initiated and managed. People were aware that support was coming from the CLC based on the decisions of the working group. There was some concern about wanting more contact with the CLC staff person but people were generally happy with the consultation and decision-making process.



Urremerne Shelter built with Ewaninga Rock Carvings Conservation Reserve Parks money

Tyurretye/West Macdonnell National Park- Western group

The traditional owners of this national park receive approximately \$96,000 in annual rent and have decided to split the money three ways and established three working groups: East, West and Central.

In this Western group there is a working group with the authority to identify projects and instructions to release funds. Of the three subprojects originally identified, only one has proceeded at this time, a traditional owner funeral fund project.

People interviewed in this community still appear to have some concerns about the original decision, to allocate money for community benefit, and how that decision was made.

CLC didn't talk to traditional owners. We wanted to get rent money for our area but they, the CLC changed it around. Idea came from them from community development mob. They should have asked the traditional owners.

This ongoing dissatisfaction with the original decision (albeit based on incorrect information) seems to be influencing some people's attitude towards the current decision-making process.

We just talked – nothing happened. It was their idea, something that they told us “you can do this and that”. With that project money would like to spend it for living areas as well but don't know if they will accept it. I think it really belongs to Land Council not us.

People appreciate the value of the funeral support project but are not happy with the pace of other subprojects, (in contrast to other communities where people seem to be more optimistic that having achieved one project, more will follow).

It's good. Funeral fund already happening. Ceremony fund is important– cause I'm a ceremonial man, and we have strong ceremonies. I travel to other communities for big tribal ceremonies. We always ring up [CLC CD officer] for help with that. But the money we was talking about for payment for ceremonies still not happening. We want to see that happening faster. People from here always travel to other ceremonies. Last time we had to wait for fuel and for an order and it took too long and had to ring up.

The funeral fund has started and that's been going well. Ceremony – we made the decision a long time ago but when we rang they wouldn't help. They don't want to handle the business money, they don't help. The payments haven't started yet. Every year we have never ending meetings, and they say come back next year and they talk about it again.

We sit around in the Working Group meeting and CLC asks for our ideas – what we are supposed to do but it just hasn't happened¹⁹.

¹⁹ It should be noted that the CLC does not have the capacity to take on administering Ceremony Projects and has advised this group, along with any others which have chosen this as a priority project, that another suitable organisation must be identified to take on this role. The exception to this is the Ceremony Projects under the GMAAAC Project which have long been administered by the AAMC.

Tyurretye/West Macdonnell National Park - Central group

In this location there is also a working group with authority to identify projects and give instructions to release funds. At the time of the monitoring, some projects had not been completed, with further planning required.

Similar to the previous group, people who responded in this area still appear to be unhappy about the original decision that money be allocated to community benefit.

I don't know why, but the Government said they pay the rent and CLC makes us do project. The rules were made by the full Land Council and not the TOs. I'm talking about 80 delegates.

Money from Parks rent. CLC wanted it spent this way.

People pointed to the lack of progress with projects as the major problem, together with what they saw as insufficient local control. People were much more directly critical of the CLC in this location.

I don't know what's going on. Can't say whether a good idea or not because nothing is happening. I want to see money – how much coming in and going out. I'll have to inform myself then.

It's a good idea. It's going to benefit or help us. Just is not happening fast enough. We talk – nothing happening. No feedback on what's happening. We'd like regular updates. They always come running up to us to get our comments. They should listen to us. We are the struggling people.

[CLC CD officer], I think we work with him. They send different people out all the time. Don't know – maybe for joint management. I thought it was a very good idea – but it's turtles and snails, going too slowly.

Tyurretye/West MacDonnell National Park – Eastern Group

The working group established here identified a water infrastructure subproject to provide individual house meters in order to address water bill debts. Significantly the working group provided funding to develop a wider scope of work to more thoroughly address the problem and establish the cost of the project. Additional funds are now being sought through the ABA.

The project addresses a real problem for people and all the respondents were clear about why they think it is important. People were happy with what they have decided and how it would provide benefit.

Before the lease money happened we were really stressed out about excess water. Since 2009 excess water bills up to \$10,000. My son is a plumber at Ingerreke and explained to me that the problem is due to the quality of the contractor when they laid the pipes down. Jay Creek is rocky – pipes are bursting because they didn't settle them in properly. The shared meter is a lot of the problem—problems with people paying. How to make people accountable for their bills. We can't force relatives on the block to pay. We've been to court for PAWA. \$24,000 is the amount of the bill owed now. Legal aid helped. PAWA said they've frozen that bill—but it seems we still have to pay it.....In the beginning we wanted separate water meters. But separate water bills not going to happen. PAWA said it's too much money.

People in this traditional owner group were also able to identify the benefit of a community project rather than having money for individual items.

Good to have Community Development rather than vehicles. Some people asked some people if the money could pay [outstanding water] bills. But I don't agree. They've never put money into it, never paid the bills. I had a \$9000 bill – if I can pay it then they can.

People in the group were also clear about the process and generally were happy with the consultation with the CLC.

They came and talked to individuals and with the resource centre. I go along to CLC meetings. We make the decisions and we ask CLC to look into it and see if it can be done.

However the slow progress of the project does risk losing some of the current positive support. People are clearly practical in this group and want to see some outcomes.

Come to a standstill – not sure where it is at the moment.

We need feedback about where it's up to now: more emails, written stuff even if we can't meet. Would be good if the CLC monitoring report could be used to get government to give us more funds to solve our water problems.

Karlu Karlu/ Devils Marbles Conservation Reserve

The traditional owners in this location have approximately \$60,000 per year available in rent money. The joint management committee works as the rent money working group. It is an eight person committee with equal male and female representation.

In the 2012 monitoring in this location people owned the decision making process and saw themselves as having control and responsibility for that process. People were becoming more accepting of the community benefit approach despite their initial dissatisfaction. Projects were being proposed that focused on young people in strengthening their connection with traditional culture.



The Karlu Karlu shelter is now being used for Joint Management meetings.

In 2013 the monitoring suggests people are very happy with the community benefit and with the outcomes they have achieved.

This is great—the shade shelter and toilets. I come out here before the shelter was built. I love to come out here camping. Seeing this here [shade shelter]—it shows this really is our place. We are quite happy with CLC.

There are two toilets – men’s and women’s. The shelter looks good. It’s a good way to use the rent money. People are happy – people say it’s real good – they can hardly hear the cars and people have a good sleep. When I was sleeping there I heard the ladies saying this.

It’s good; it’s really good that it’s happened. It’s more private. Women and men can go to their own toilets and makes the place more tidy. It really says that we have got something to have meetings here. Really says that it is us who own the place. I’m coming to visit the Park every now and then. Sometimes I come and sit in the shade here. I’m sure everyone is proud of it. We have to be careful that it’s kept clean for meetings and that people respect the place, and not spoil it. It’s a good use of the rent money.

As a result of the achievements people have lots of views about further development in the community.

When community and meeting decide what we need to make Karlu Karlu a better place. Like it would be good to have a kiosk here– it would attract many tourists. We thought of shelter – it’s a good shade, this shelter is really good because we needed somewhere cool. We used to just come here and camp but it was so hot. We also like the tank with the water.

There was interest in this location in having Aboriginal employment included in the projects. For various reasons this was not achieved²⁰. People did express some disappointment about this failure.

Lyltwelepentye/ Davenport Range National Park

The traditional owners in this area have approximately \$105,000 to spend each year. A 10 person committee was established with equal male and female representation with authority to give instructions to release funds for projects.

In 2012 the project monitoring in this area indicated that people value the projects and saw benefit for themselves and their families. However, because projects were not completed there was less tangible satisfaction with what had been achieved. There was still some ambivalence about the decision to spend money for community benefit and a view that the process could be made more inclusive. People were more focused on what they did not have rather than what they were achieving.

In 2013 after the completion of two out of four sub projects, there seems to be some change. Most people report they are happy and see benefit from those subprojects.

²⁰ Several attempts were made to facilitate this local employment. Reports from the project indicate that contact was made by both CLC and others with senior people in the community who agreed with the need for young men to take up the employment opportunities. Unfortunately those young men did not make themselves available for the work.

It's really good. We had meeting for it. We always go to the meetings. Rent money we spend on the shelter now. We're happy for that and two toilets and shower.

At Hatches Creek they are happy to have it , the fire trailer, when it comes– instead of ringing up bushfires from Alice Springs – they can go out with own equipment. We have meetings at the shelter in Hatches Creek – it's really good. Now they are still thinking it's o.k. to use – it will be good again to have at Nguyurraminni. We'll use the shelter for meetings – and contractors and workers from Julalikarri can have a place to stay around.

There were some responses that indicate people are now more supportive of the community benefit approach.

It was a little bit hard for us – they – CLC had a meeting at Utopia. They had a resolution about what they should do with the money. I heard about. They talked about money to go into projects. We thought we should have a little bit of money into our pockets. It' all right now the community development project – long as they build some sort of shelter for us in our country.

People were also interested in starting to plan for future improvements.

Chambers Pillar Historical Reserve

In this community people have approximately \$19,000 to spend in annual rent. There is a joint management committee representative of the four traditional owner families who are the working group. However, as determined by the broader group, they do not have the authority to give instructions to release funds, funds can only be released at a traditional owner meeting.

In the 2012 monitoring this group were very happy with the completion of the first project and had many plans for future projects. People reported that the process had been good although there was ongoing discussion around the balance between funding for community benefit and individual needs.

In 2013 with an additional subproject completed the group were happy and able to identify the community benefits.

Rent money was used to fix the church – it was really good. It's important for us because we have funerals – and Sundays we go to church. People are very happy and proud of the church. We are church members. We are all Christians. Everybody goes to church – helps make the community peaceful.

It's good to see the money used for what we need around here. Church is very important for this community. I was brought up in the church. Funeral Fund – I don't know if it's started. It's a good idea. Sometimes people have to wait for months, even a year sometimes family can't find the money. We used to chuck in money each payday but this doesn't happen now, that was church money. And now with funeral it is easy. It was miserable. Before the Chambers Pillar money we'd chuck in but sometimes not enough.

Significantly people seem to be happy with the process and feel that they have made the right decision to use the rent money for community development

I think community projects are a good idea. I think we need to work out more things for the future. We think about the future of our kids – everything is changing – they are listening to rap songs. We need to take them to the bush and learn them – take them on school holidays. And they need education – learn white man’s way and Aboriginal way.

I reckon it’s a good idea to use rent money for community development. No one else is helping us for anything at all.

There is some concern about the need for more regular feedback and more communication from CLC about how projects are proceeding.

Sometimes [the CLC CD officer] is away and we can’t contact him because he’s too busy. When it’s ready he doesn’t tell us – waits for another meeting. He should come and straight talk to me. We’ve been waiting a long time. We are happy with rent money being used for community development projects – that’s a good idea. But we are waiting far too long.

Interviews with service providers and contractors

In addition to the interviews with community members, interviews were also undertaken with a small number of service providers and contractors working within the communities or those working on projects commissioned by those communities. This small group of people are not representative of all service providers and/or contractors, but the data provide some starting points for further consideration about how to work most effectively with these external groups.

People were generally positive about the CLC.

Good system –the CLC work well with us. [The CLC CD officer] is a very nice person to deal with. Really the benefits we are seeing is that the job is happening – Without that method of funding it wouldn’t happen at all. CLC is quite experienced in being on the land. They understand and don’t over-react when things go wrong – like you’ve blown all the tyres on your truck and are held up. CLC people are very knowledgeable of lands they are working on. (Respondent from Ingerreke)

However, the most common response from the service providers and contractors was their lack of detailed knowledge about the community development work and about the use of Aboriginal money for community benefit.

I don’t know how much interface we’d have as a local government. I didn’t know about these projects – not to say we wouldn’t come across it. I wasn’t aware of it at Hatches Creek. (Regional Council respondent)

I believe was 1.6 million from community lease money was earmarked for CD. CDU have meetings here. Help with things, e.g. funeral fund. That’s a great idea because people struggle. Nor sure what else – nothing really happened. (Regional Council respondent)

Parks here [Karlukarlu] started in 2007. Rent money, Parks were excluded from meetings and TOs talked with Community Development officer—we weren’t party to that....We were told about this shelter going in but I don’t know where other money is going. I do know about Hatches Creek shelter and fire shed and trailer. (Parks Ranger respondent)

I don't know much about it at all. I don't do a lot of remote work. (Contractor respondent)

Contractors also felt that CLC did not necessarily understand their role or their strengths.

We work very closely with Aboriginal people. We distil in an appropriate way what TOs want – we get a broad awareness/ - needs spoken about – we filter that down into a practical outcome. It's quite a niche market. A lot of the projects are remote. Managing construction crew in a remote area is quite challenging for many people. It's our big strength. We have big community engagement. [The CLC CD officer] filters out broad requirements – we filter it – is it feasible – does budget allow. (Respondent from CAT)

Getting CLC to think about ongoing costs rather than objects placed without reason is a challenge. Also involves cultural thing of not being next to certain people but need to get people to use landform in a way to screen e.g. trees and hills. Saves maintenance costs. (Respondent from CAT)

Significantly service providers had ideas about how they could encourage broader community decision-making and broader discussions around community benefits.

People have good ideas but aren't always feasible. For example, it was a great idea at Emily Gap when they wanted to put in Park furniture. But we tried this before. They had some from NT Parks but drunks damaged it. Anyway cost of maintenance means it would be a waste.....I'd like to see money go into interpretation of Parks to create further employment. They're screaming out for people to be interactive with tourist experience. (Parks Ranger respondent)

This seems to have implications for communication strategies by the CDU. It may also be useful for CDU to consider expanding its sense of partnership and working with some contractors in a broader way, especially around the detailed planning and feasibility processes.



Workers from Ingkerreke commence the Panel Well Water project which was planned by the traditional owners of Arltunga Historical Reserve using NT Parks rent money

8. Community Lease Money Project

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

Since late 2011 CLC staff have been meeting with traditional owners and community residents to talk about how the rent money could be split between individual distribution, community benefit and investment.

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

In 2013 CDU increased the number of staff working on this project to support enhanced engagement with communities around both their decision-making process and their allocation of funds. Data available for 2013 shows that there has been considerable engagement and meetings across communities, with a total of 97 community-based meetings happening in one year.



CLM Project Working Groups for Ntaria (left) and Alpurrurulam (right).

Number of meetings facilitated in 2013			
Community	Community Meeting	Working Group Meeting	Other meetings*
Alekarenge	2	5	4
Alpururulam	-	4	-
Amoonguna	1	2	1
Ampilatwatja	-	-	-
Areyonga	1	1	-
Atitjere	1	-	2
Daguragu	3	-	-
Docker River	-	-	-
Engawala	2	2	2
Epenarra	2	1	3
Haasts Bluff	2	4	-
Imangara	1	-	1
Imanpa	1	3	-
Kalkarindji	1	1	1
Kintore	-	1	1
Lajamanu	2	1	1
Laramba	1	-	-
Mt Liebig	-	3	1
Ntaria	-	7	2
Nturiya	-	-	-
Nyirripi	2	1	-
Papunya	2	4	1
Santa Teresa	-	1	3
Titjikala	2	2	1
Wallace Rockhole	-	-	-
Willowra	2	-	-
Yuelamu	1	-	-
Yuendumu	1	-	-
TOTAL	30	43	24

As a result 30 projects were funded and approved in 2013. With a further 23 engaged in ongoing planning throughout the year.

Projects funded/approved in 2013						
Community	Project	Organisation	Amount (incl GST)	Objective	Status	Reports received
Alekarengge	Water Park Operational	Barkly Shire Council	\$30,000	Youth support	Ongoing	
Alekarengge	Multi Media	Barkly Shire Council	\$43,400	Youth support	Ongoing	
Alekarengge	WiFi Hot Spot	Barkly Shire Council	\$12,300	Youth support	Ongoing	
Atitjere	Church	Tangentyere Constructions	\$334,000	Infrastructure/ training/ employment	Ongoing	
Daguragu	Funeral fund	Central Land Council	\$30,000	Health	Ongoing	
Engawala	Drum kit	Engawala Aboriginal Corporation	\$3,000	Youth support	Completed	
Epenarra	Church Extension	Bill Farrand Building	\$213,000	Infrastructure/ training/ employment	Completed	
Haasts Bluff	School excursion	Tanami Group School	\$18,000	Education	Completed	1
Haasts Bluff	Community bus	Kanparrka Store Aboriginal Corporation	\$55,000	Health, youth support	Ongoing	
Imangara	Speed bumps and signs	Barkly Shire Council	\$5,535	Road safety	Completed	
Imanpa	Recreation hall repairs and upgrade	CAT	\$196,749	Health	Ongoing	
Kalkarindji	Funeral fund	Central Land Council	\$150,000	Health	Ongoing	
Laramba	Community bus	Laramaba Community Sports Inc	\$170,000	Health, youth support	Ongoing	
Mt Liebig	Christmas celebration	Mt Liebig School	\$2,000	Health, youth and aged support	Completed	
Mt Liebig	Funeral fund	Central Land Council	\$21,000	Health	Ongoing	
Ntaria	Funeral fund	Central Land Council	\$180,000	Health	Ongoing	
Ntaria	Sports Carnival 2013	AFL NT	\$16,000	Health	Complete	1
Ntaria	Community buses	Hermannsburg School	\$170,000	Education, health	Ongoing	
Ntaria	Emergency Beacon	Hermannsburg Volunteer Unit - NTES	\$40,000	Emergency services	Ongoing	

Nyirrpi	Football bus	Nyirrpi Sports Club	\$40,000	Health	Ongoing	
Nyirrpi	Cemetery upgrades	Central Desert Shire	\$34,605	Infrastructure	Ongoing	
Nyirrpi	Studio equipment	WYDAC	\$4,765	Education	Ongoing	
Nyirrpi	Church bus	Desert Rose UPC	\$20,000	Health	Ongoing	
Nyirrpi	Youth program equipment storage	WYDAC	\$7,743	Youth support	Ongoing	
Nyirrpi	Recreation hall fence repairs	WYDAC	\$3,150	Health	Ongoing	
Papunya	Music & Video Studio Stage 1	Papunya Community Store Aboriginal Corporation	\$43,000	Youth support	Ongoing	
Pmara Jutunta	Community bus	Outback Stores	\$85,000	Health	Ongoing	
Tara	Church	Tangentyere Constructions	\$150,000	Infrastructure/ Employment/ Training	Ongoing	
Titjikala	Community bus and fuel fund	Titjikala Community Association and Titjikala Outback Store	\$115,000	Health	Ongoing	
Titjikala	Footy and softball ground upgrades	MacDonnell Shire Council	\$272,205	Health	Ongoing	
TOTAL	30 projects		\$2,465,452			2



Yuendumu footballers win the footy competition at Ntaria Sports Carnival 2013

Projects planning in 2013 (ongoing)			
Community	Project	Estimated Amount*	Objective
Alpururulam	Water improvement	\$140,000	Essential services/health
Alpururulam	Church	-	Infrastructure/Employment/Training
Areyonga	Church extension/renovation	Up to \$100,000	Infrastructure/Employment/Training
Areyonga	School excursions	Up to \$54,000	Education
Areyonga	Community bus	Up to \$85,000	Health, youth support, community activities
Areyonga	Funeral fund	Up to \$50,000	Health
Areyonga	Pool operational	Up to \$175,000	Health, youth support
Daguragu	Band equipment and storage	\$18,000	Youth support
Daguragu	Basketball court upgrade	-	Health, youth support
Daguragu	Refurbishment of shed	-	
Engawala	Patient Transport Vehicle R&M	\$15,000	Health
Imangara	Yard cleaning equipment and storage and Landscaping	-	Health, employment, training
Imangara	Arts supplies and storage	-	Education
Kalkarindji	Manager position for local Aboriginal organisation	\$60,000	Employment/Training /Essential services
Laramba	Church Extension	-	Infrastructure/Employment/ Training
Ntaria	Cemeteries upgrades	-	Infrastructure/Employment/Training
Ntaria	School excursions	-	Education
Pmara Jutunta	Basketball court upgrade	-	Health
Santa Teresa	Horse activity base	-	Health, youth support
Titjikala	Recreation hall equipment	-	Health, community activities
Wilora	Arts supplies at women's centre	-	Education
Wilora	Computer training at women's centre	-	Education/training
Wilora	Landscaping	-	Employment, training, beautification of community
TOTALS	23 projects	up to \$697,000	

CDU staff reporting for this program points to considerable activity. There has clearly been significant progress and very positive outcomes where communities have pointed to the satisfaction and benefit from projects completed.

There have also been challenges, often related to project planning matters and /or to the expectations of communities about what can be achieved through the community development process. It also appears that tensions and other concerns in communities (unrelated to the community lease money) can contribute to poor community engagement with the planning processes. CDU staff have been able to creatively develop strategies along the way to engage with different communities and to accommodate people who have very different understanding of the community development approach. Use of visual materials has been reported as a positive strategy.

There are limitations however. The 5 year leasing money is a 'one off' payment spread over 31 communities. It is therefore very difficult for CDU staff to build relationships and an understanding of the community development process over time in all locations. Staff report that it has been a very demanding work project.



Contractors start pouring the concrete of the new Epenarra Church building

The CLC has been looking carefully at the implications of this work both in terms of value for communities and resources required to implement the community development approach. This consideration has included internal monitoring around the impact of individual payments made to traditional owners and their families in the five-year lease payments in the 20 ALRA communities.

The CDU has given some attention to looking at the value of the governance arrangements for the community leasing project and to what extent these have influenced wider behaviour and thinking in communities. While there is limited evidence to date, some early examples, as outlined below by CD staff suggest that for some communities this process has been a positive experience, contributing to improved decision-making practices in the community. In at least one of the examples, previous

experience of community development processes has been a significant influence upon the way people handled the new money made available.

Alpurrurulam (Lake Nash)

This is an isolated community near the Queensland border, where the Community Lease Money Project was residents' first encounter with the CLC's CD Program. The land title of the community living area is held by an Aboriginal Corporation which appointed the CLC to act on its behalf in relation to the five year compensation and 40 year lease income. Membership of the land holding corporation is open to all adult Aboriginal residents and its rules proscribe individual distribution of income.

A well-attended community meeting prioritised a long list of project ideas and chose a working group to plan and progress the top projects with the support of the CD Unit. The working group included equal numbers of men and women, as well as a good mix of residents and traditional owners. Project priorities reflected those of both genders. The meeting agreed that the group had to present completed project plans to the whole community for endorsement before any money could be spent. By late 2013 the group had almost completed plans for two projects in an inclusive, constructive and harmonious atmosphere. As is the case in all communities involved in the CLM project, other community members of both genders attended working group meetings from time to time as "visitors".

Ntaria (Hermannsburg)

This community, on Aboriginal land near Alice Springs, was also new to the CD Program. Underlying tensions within and between traditional owners and residents appeared to contribute to the CLM Project governance process initially being more exclusive than elsewhere. A traditional owner meeting with residents formed a working group that consisted of senior male traditional owners empowered to plan projects as well as to approve project expenditure. Working group members expressed concern that seeking wide community endorsement of project plans would give rise to disputes. Only after the working group was chosen did the community meeting decide to allocate a significant amount of five year lease income, as well as all of its Section 19 income for three years, to community benefit.

Working group members nominated younger male proxies to attend meetings so they could "learn about project planning". The group chose local newsletters and presentations to the *Wurla Nyinta* (Remote Service Delivery) reference group to update the community about its decisions and project progress. Senior women later joined the working group after one succeeded her late brother and a member nominated the other as his proxy. Two young women not only participated in but drove both the planning and successful implementation of one of six prioritised projects. They are now working on a social enterprise project proposal for the group's consideration

Nyirrpi

Nyirrpi is a Tanami community with underlying disputes over traditional ownership. These tensions broke out during a community meeting in late 2012 that decided to allocate half of its 5 year lease money and all of its Section 19 money for three years for community benefit projects. Several decision making processes were discussed but no agreement was reached at that meeting. However, the residents and traditional owners were familiar with and well enough disposed towards the CLC's

CD processes through their positive involvement in GMAAAC to agree to consider using its existing GMAAAC processes to plan projects with CLM funds.

At a community meeting in 2013, nobody raised matters of traditional ownership, and the split between individual distributions and community benefit was not contested. Nor did anyone propose setting up a new committee or process to decide on CLM projects, instead preferring to work through the existing GMAAAC committee. The community's only condition on using the GMAAAC committee was the election of resident proxies to fill in for committee members who had left the community. More community members sought input in the subsequent GMAAAC funding decision meeting than had been the case previously.

Nyirrpi is the only community involved in the CLM Project that has chosen to plan and approve projects through the existing GMAAAC process. Four other Tanami communities involved in GMAAAC decided to set up separate planning processes to deal with community lease money. Nyirrpi community's decision realises some of the intended benefits of the CDU's regionalisation – to avoid duplication of CD processes and increase efficiency. The Nyirrpi GMAAAC committee – 5 men and 3 women elected for two years - funded six CLM projects in late 2013. A new GMAAAC committee will be elected in 2014 and will continue to plan for the remaining funds.



Kids from Engawala enjoying the Thumbs Up! Concert, organised by the Jimmy Little Foundation. Engawala used community lease money to buy music equipment.



9. New projects

Three new projects were entered into in 2013 and a further two locations agreed to engage with a community development process, as outlined in the following table.

Project	# CD Meetings mtgs held			Amount allocated for CD	# Sub-projects planned	# Sub-projects funded/ approved
	Community/ TO Meeting	Working Group Meeting	Other meetings			
Rover Mine – exploration compensation	1	2	0	\$150,000	3	0
Wangarri-Kari Aboriginal Corporation	1	1	1	\$393,700	3	3
Nolan's Bore-exploration compensation	1	0	1	\$360,000	0	0
Twin Bonanza Gold Mine	1	0	0	Intention to use some future royalties for CD written into funding agreement but details not yet finalised.	n/a	n/a
Surprise Well Oil Mine	2	0	0	TO group has expressed interest in CD but not yet decided.	n/a	n/a
TOTAL	6	3	2	\$903,700	6	3

Significant in these projects is the expanding interest by TOs and others in utilising a community development approach.

The Nolan's Bore Mine Project and the Rover Mine Project both involve mining exploration compensation being directed to community benefit, rather than individual distribution which in the past has caused significant conflict within the Rover group. Although setting up governance arrangements and planning processes is relatively resource intensive given the relatively small amounts of money allocated, it is projected that the achievement of tangible community benefit outcomes from this work will increase the likelihood of the groups directing some of their future royalties to community benefit should these proposed mines go ahead.

A third new project was initiated in this period after members of the Wangarri-Kari Aboriginal Corporation, a corporation that has received mining royalties from the currently non-operational Chariot and Malbec mines, allocated \$393,700 for community benefit, again, rather than individual distribution. Drawing on some of the funds invested over the life of the mine the group has allocated \$143,700 for three Funeral Projects to assist with the cost of burials for traditional owners.

10. Regional program management

In 2013 CDU moved to a regional approach for program management. The intention of regionalism was to support more consistent relationships with Aboriginal communities and provide opportunities for cross-fertilisation between projects.

The Tanami team started working on a regional basis from the beginning of 2013, trialling the approach for the rest of CDU. The remainder of the team transitioned to a regional approach in late 2013. Experiences about the value of the approach are therefore still emerging.

Reflections from the Tanami team suggest that the most impact has been felt to date in team operations and efficiencies. Staff report some efficiency in being able to assist each other to run meetings, in understanding different projects and being able to understand the different needs and priorities across those different projects. Staff have been able to support each other and answer questions on all projects within communities and with other stakeholders.

Staff report that more consistent relationships in communities have assisted them in dealing with more difficult processes and have increased the trust between them and community members. There have been situations where they have used examples and outcomes from various projects to cross-fertilise other discussions. Significantly, staff have increased their connections with other CLC staff and other service providers in communities.

On the other hand not all anticipated efficiencies have been realised. Communities have made it clear that they don't necessarily want all meetings for different projects at the same time and so proposed efficiencies in terms of logistics have been limited. However there have been opportunities already to address project duplication, with staff identifying where funding is being targeted at the same need from different projects, and this increases both efficiency and accountability.

The regional process will be further developed in 2014 with the location of one CDU staff member in Lajamanu on a regular basis. This provides an opportunity to look more closely at the overall impact of community development processes in this one location.

Regionalism will continue throughout 2014 and beyond as a work in progress and it will be important for the monitoring to track the value of the process as well as utilise the process to increase understanding about the outcomes achieved for people through community development.

11. General discussion

CDU objectives

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

In 2013 community development as a process seems to have been bought into sharp relief by its widespread application across various different project areas. Increasing numbers of communities are being engaged through the community development process utilised by CDU. It is being applied in ongoing and long-term projects as well as in one off or single term project activities.

There is consistent evidence of the benefits of this application. It is clear that Aboriginal people do want control of their own resources. Given that control, they are capable of directing resources to areas and issues which are important to them. When Aboriginal people own the decisions and recognise their control over activities they are further empowered to think about new development for themselves and their community.

At the same time it is clear that community development processes are more difficult to facilitate and support in one off situations where there is limited opportunity to build relationships and experience of effective governance processes. It may be timely for the CDU to further review and develop its community development approach, establishing some parameters about the situations where community development processes are most effective. This might involve developing a set of criteria which need to be progressively met over time to justify ongoing investment in community development processes in any given location.

A regional approach to program implementation is consistent with increasing Aboriginal control and management of programs in communities. Ongoing monitoring of this new approach, in particular in Lajamanu, would be a valuable source of information for further improvement of community development.

Finally there continues to be other events and incidences which limit Aboriginal control over their communities and resources. Attention still needs to be given to better understanding the interplay of these factors with community development approaches to support Aboriginal empowerment and control. While Aboriginal people say that they value and understand the process promoted by CLC it is not clear that this process is sufficiently influential to counter other processes of disempowerment.

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

All projects continue to generate benefits which are valued by Aboriginal people. It is also clear that people look for benefits which balance tangible and immediate outcomes with ongoing support for culture and community.

Given more information and control (such as provided in 2013 in both the WETT and GMAAAC projects), it is clear that Aboriginal people make more informed decisions to maximise benefit for themselves and their community. Evidence also shows that when they own projects, as evidenced for example by the WETT learning centres and the pool at Mutitjulu, Aboriginal people are able to

manage those projects in a way which increases the benefit for the whole community. Significantly where people see benefits for themselves and their community, and feel in control, they begin to plan beyond the immediate projects to start to identify future development possibilities.

At the same time, benefits can take a long time to be realised. Large-scale and more complex projects such as learning centres involve significant and long-term negotiation. In addition, for projects to realise benefit to people there needs to be adaptation over time to the community and individual needs. There is a consistent thread running through many of the project examples in 2013 that suggests the benefit increases for communities as projects become more consistently adapted to local community realities and needs.

This need for sensitive and careful adaption of services and projects in response to individual and community variation and needs seems to apply in particular to achieving increased Aboriginal engagement in study, training and employment. The experience from the WETT supported projects is that these outcomes, which are highly valued by external stakeholders, can be best realised through projects shaped by local conditions.

Some of the questions raised by contractors and other service providers point to the ongoing issue of sustainability. The other issue that emerges in these wider discussions is how benefits might be maximised in communities so that they are able to achieve the greatest outcome from the resources that are available. The issue of how to support communities to think long term and to think about more substantive change was also raised. The CLC has been grappling with these challenging issues since it initiated the CD Program and they have been key themes in previous monitoring reports. There may be an opportunity for CDU to increase its work with others to consider how to address some of these questions.

It is clear that the good quality program management in the WETT projects has contributed to a strong focus by partners on outcomes and benefits for people. This has not been a fast or easy process but the monitoring in 2013 suggests it is now starting to provide some identified benefits. This suggests that a valued part of the CDU role is partnership and contract management. Further exploration of how to efficiently develop this area of work may be an important element for future consideration.

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

Clearly the evaluation undertaken in 2013 has been an important contribution to building the evidence base for the community development approach. This builds on the strong evidence base provided by the monitoring undertaken in communities over the past four years which has consistently pointed to the value for Aboriginal people of the community development approach.

While it is important to continue to assess and document Aboriginal views on the approach, as well as seek independent assessment where this is available, the growing body of evidence suggests that it is communication of this learning material to wider stakeholders that needs to be further developed.

One suggestion that flows from the evaluation, and that is in line with some of the emerging evidence from the monitoring, is how CDU might work to widen its networks and influence and thus

engage a wider range of stakeholders and program implementers in utilisation of a community development approach. There may be value in development of a specific strategy for this, building on the communication strategy already in place in CDU. Some partner agencies are clearly interested in further work with CDU and may be valuable allies in the development of such a strategy.

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

As above, there has been formal and independent assessment of the CDU work in 2013. The process for taking this information forward will be important.

CDU staff have also worked extensively together with Aboriginal people to broaden information and knowledge about community development work and the outcomes for communities (see Annex C).

This appears to now be a regular feature of the CDU process. The change for 2013 is the increasing engagement of Aboriginal people in the communications and presentations. This reflects the overall shift to greater Aboriginal control. This is evidenced across many project areas as well as the through the increasing confidence and ownership of those projects by local people.

Monitoring for 2014

As noted, there is an opportunity, with a staff member now located in Lajamanu, for the monitoring of CDU work to move to a locational focus, starting with this community. Significantly this will start to allow more understanding of the collective impact of the CDU work in one location.

In addition the regional approach will provide for some increased understanding of the overall outcomes for people in communities from the various community development processes targeting their location.

It would be wise to use 2014 monitoring as a transition phase, continuing to monitor by projects but also undertaking some deliberate and focused monitoring by location. The value of both can then be compared over time.

In addition, as the role for CDU staff develops, requiring an increased level of skills and wider range of strategies, a process of learning and reflection which supports them in this development could be considered. Some process of action reflection throughout the year, as well as the annual monitoring process, might be valuable for staff and for supporting program quality.

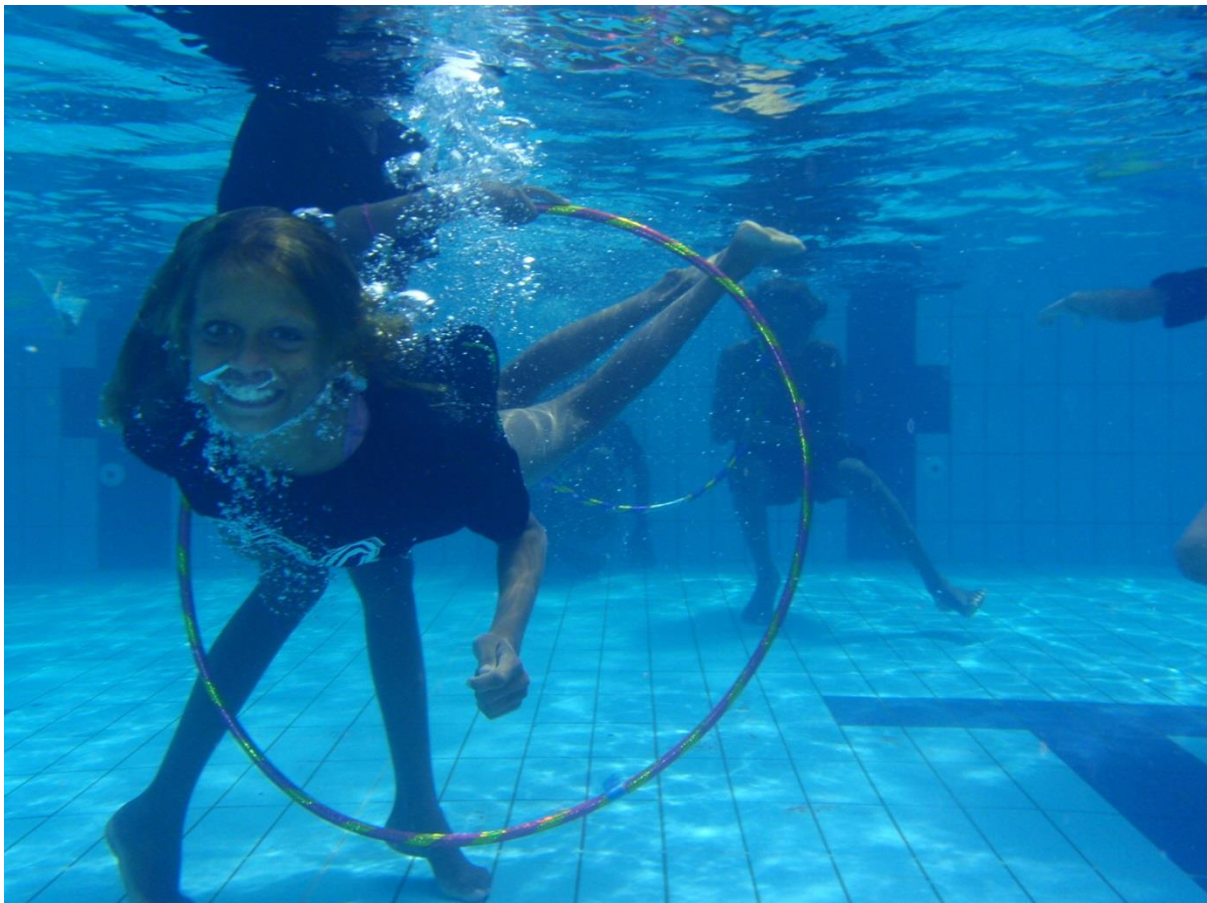
The focus in 2013 on the lease money project has been considerable and has raised several questions about the application of community development in different settings and its limits and variations. Closer examination of the outcomes from the community leasing project, especially lessons about the governance and development processes that have been successfully applied in that project would be of value for CDU and the wider CLC. This could be an area for focus in 2014 monitoring.

Finally, it is clear that the projects supported with Aboriginal money are learning about how to make effective contributions to Aboriginal people transitioning to study and employment. This is an important benefit for Aboriginal people but also is important information to communicate to wider stakeholders. Some more specific tracking of these changes and outcomes might be a useful focus for 2014 monitoring.

12. Conclusions

2013 has seen substantial assessment of CDU work with Aboriginal communities, both through regular monitoring and formal independent assessment. The assessment consistently shows increased Aboriginal control and benefit from the community development processes.

The assessment also shows the increased sophistication of the CDU understanding about community development and the value others are now placing on engaging with that knowledge. CDU together with their community colleagues, have the opportunity to build on that interest to expand wider stakeholder knowledge about effective work with Aboriginal communities. There are also opportunities in 2014 to focus monitoring and learning to further develop the understanding and details of an effective development approach for remote Aboriginal communities.



Constance Kirkman during a pool game run by Swimming Australia in Mutitjulu.

Annex A: Interview Questions for Dialysis Project

Questions for dialysis patients

1. Town based support
 - *What help do you get from the Purple house when you are living in town?*
 - *How did they help you?*
 - *Is there anything else you would like the Purple House mob to do?*
2. Yuendumu dialysis visits
 - *Have you been back home to Yuendumu for dialysis?*

If Yes:

- *How did it make you feel? Why?*
- *How is it different to having dialysis in Alice Springs?*
- *Are there any ways to make those visits better?*

If no:

- *Are you still waiting to have that dialysis visit or have you decided not to go?*
- *If you decided not to go can you tell me why?*
- *Can anything be changed to make you want to go?*
- *Is there anything else the family would like WDNWPT to do to help?*

Questions for family and community members

1. Town based support
 - *What sort of help does the Purple House give to XXX in Alice Springs?*
 - *How does this help?*
 - *Are there any problems with the help that xxx gets from the Purple House?*
 - *Can you think of any other ways they might help xxx?*
2. Yuendumu dialysis visits
 - *Has xxx been home to have dialysis?*

If yes:

- *What help was this for family?*
- *Was it a good visit for xxx? Do you think it made xxx feel better, worse or not different? Can you tell me why?*
- *Can you think of anything that might make those visits better for xxx, the community and the family?*

Questions for service providers

- *What value does the purple house provide for service users?*
- *How could the service be improved?*

Annex B: Monitoring questionnaires for 2013

Questions for new Parks

- Before this project started, what else was happening in this area that helped people?
- What did you think about this project when Justin and other staff from CLC first came to talk to you about it?
- What do you know about how and why this project started?
- What do you think about the project now? What do you think is good? How could it be made better?
- How are decisions made for the project?
- What are your plans for the future?

Questions for Parks where baseline monitoring conducted in 2012

- What has been happening here in this place in the last year?
- What has happened in the project since last year?
- How has this helped people in this community?
- Who helped with this? What did they do?
- How could things have been done better?
- What are your plans for the future?

Questions for service providers

- The NT Parks project has been operating in this community for....months/years. We are interested in your observations about what has been achieved but also how people have been engaged and any wider influences from the project.
- What do you know about the NT Parks Rent Money Project?
- What has been achieved in this region/community/outstation as a result of this project?
- What have you observed about who participates in the project and who benefits most from the project activities?
- Does the project have any wider influences, e.g. on the way people participate in other activities or the way they make decisions in other forums?
- How could the CLC better support the project work in this community?

Questions for project partners

- Considering the project your organisation delivered using the Rent money:
- Why did you tender/agree to do the project? What did you hope to achieve for the community?
- What have been the outcomes? And the challenges?
- Beyond your project, what have you observed about the benefits and challenges of the NT parks project more generally?
- What has it been like working for the CLC? What were the positives and challenges of the tendering and procurement process?
- What recommendations do you have for CLC about how to improve their contracting and management processes for projects like this in the future?

Annex C: 2013 examples of CDU external communications

- UNSW Native Title Workshop ‘Native Title: A Vehicle for Change and Empowerment?’ on “Making Use of Payments – A Community Development Model” Campbell and Hunt, Sydney, March 2013.
- Agreements, Treaties and Negotiated Settlements Project Symposium on ‘Indigenous Peoples, Economic Empowerment and Agreements with Extractive Industries’. Paper: “The Governance of land use agreements for community development in Central Australia” Wiesmann and Hunt, Melbourne, June 2013.
- 2013 Native Title Conference, ‘Using a Community Development Approach for Aboriginal Development in Central Australia’, Marlkindi Rose, Maisie Kitson, Fiona Gibson (Warlpiri WETT Advisory Committee Members) and G Stewart, Alice Springs, June 2013.
- SNAICC Conference ‘Using a Community Development Approach for Aboriginal Development in Central Australia’, Noel Heenan (GMAAAC Director) and I Sweeney, Cairns, June 2013.
- CLC open day, ‘CLC Community Development Program’, Marlkindi Rose, Maisie Kitson, Fiona Gibson (Warlpiri WETT Advisory Committee Members), Julie Clyne (Uluru Rent Money and Northern Territory Parks Rent Money projects participant), D Campbell.
- ACFID IWG workshop – SCDO attended a workshop of the ACFID Indigenous Working Group in Canberra in October. Presented on the CLC’s CD Program to other workshop participants, all of whom work for non-Indigenous NGOs working in Indigenous Australia.
- Presentations made to politicians, Minister Scullion and Warren Mundine on CD Program, plus presentation to senior PM&C departmental officials.
- Meeting with staff from the NLC in June 2013 who wanted information on our CD Program – approach and outcomes.
- Two editions of Community Development News
- GMAAAC information DVD produced.
- Community specific two page CLM newsletters produced for Papunya (1), Ali Curung (1) and Ntaria (2).
- 2012 CD Program Monitoring Report shared with FaHCSIA/PM&C and range of other organisations including organisations delivering projects.



CENTRAL LAND COUNCIL