

Empowered Communities – NPY Region

Submission to the Productivity Commission: Enquiry into Expenditure on Children in the NT

July, 2019

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1. Executive Summary

This submission is prepared by Empowered Communities in the Ngaanyatjarra, Pitjantjatjara Yankunytjatjara (NPY) region of Central Australia and presents the issues and concerns of Aboriginal people, as presented to us, in relation to child, youth and family services within southern NT communities, and the broader tristate cross-border region.

With young people under 25 years comprising half the total population in this region, the future of these young people is an important priority for families and senior Aboriginal leaders – who have spoken up strongly about the need for increased support and opportunities for the next generation.

Their concerns around quality, culturally appropriate education, wrap around support services and the need for increased access to training and employment are outlined in the submission below. In addition, the structural and system changes that are required to support Aboriginal agency and subsidiarity – core components of the Empowered Communities approach – are also outlined.

2. Introduction

2.1 What is EC?

In 2013, Aboriginal leaders from across Australia came together with a common vision –

“...for our children to have the same opportunities and choices other Australians expect for their children. We want them to succeed in mainstream Australia, achieving educational success, prospering in the economy and living long, safe and healthy lives. We want them to retain their distinct cultures, languages and identities as peoples and to be recognized as Indigenous Australians.”¹

From this vision, Empowered Communities was created – a national, Aboriginal designed-and-led initiative working to reform the ‘top-down’ approach to Indigenous affairs. Empowered Communities is working to create long-term, enduring change, through Aboriginal people driving their own development, making decisions, identifying priorities and seeking solutions to local needs. This ground-up approach ensures Aboriginal people have the responsibility, the authority and the support to lead their own futures. It seeks to develop a new relationship between Aboriginal people and Government, through systems and structures that enable local people to have a direct say in the design and delivery of programs in their own communities.

“Empowered Communities seeks to create a genuine and balanced partnership between Indigenous organisations, government and corporate Australia, where everybody is working together on a level playing field and towards a shared strategy”

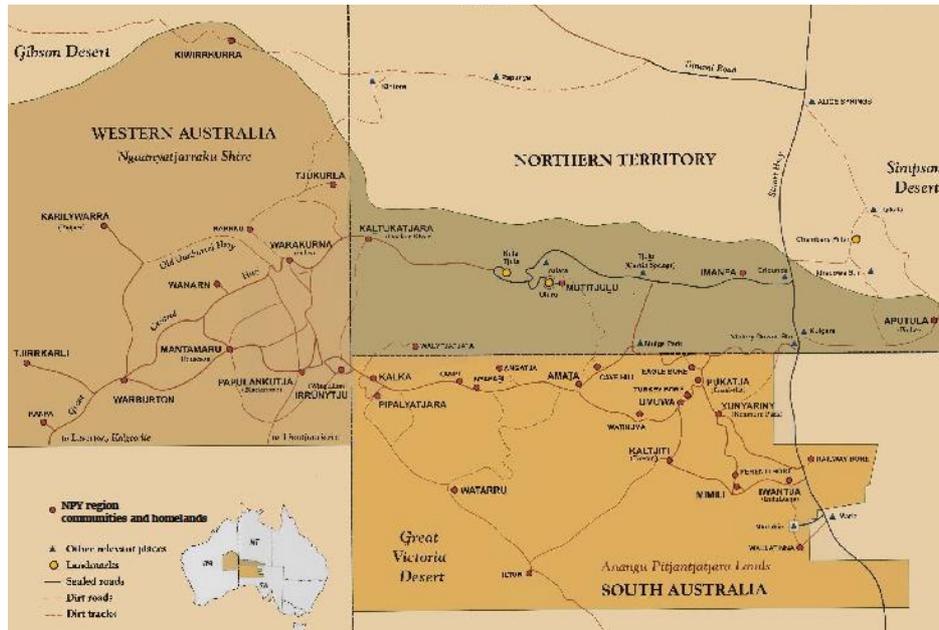
(Andrea Mason, CEO, NPY Women’s Council)

The Empowered Communities (EC) approach is built on the three pillars of **Empowerment, Development and Productivity**, towards closing the gap on social and economic disadvantage and enabling cultural recognition and self-determination of Indigenous Australians. For more information on Empowered Communities, see (www.empoweredcommunities.org.au)

2.2 Overview of the NPY region

Central Australia’s ‘Ngaanyatjarra, Pitjantjatjara Yankunytjatjara’ (NPY) Lands is one of nine EC regions across Australia (see Appendix 1 for map of EC regions). The NPY region spans 350,000 square kilometres across the tristate borders of Northern Territory, South Australia and Western Australia and is home to around 4500 Aboriginal people in 24 remote communities (see map below).

¹ Empowered Communities Design Report, 2015



Anangu and Yarnangu² (Aboriginal people from the NPY Region) maintain a strong connection to culture and traditional values, through *Tjukurpa* (Law), *Walytja* (Family), *Manta* (Country) and *Wangka* (Language). They share languages, cultural and family ties, and a history of unity and collaboration that transcends state borders. EC is led by an alliance of local Aboriginal organisations:

- NPY Women’s Council
- Central Land Council
- Mai Wiru Regional Stores council
- Western Desert Dialysis (Purple House)
- Regional Anangu Services Aboriginal Corporation (RASAC)
- APY Art Centre Collective
- Ngaanyatjarra Council (incorporating Ngaanyatjarra Health Service)

A small Secretariat supports the partnership and facilitates the collective action of Empowered Communities in the NPY Region.

2.3 Empowered Communities in the NT; The Cross-border approach

Empowered Communities operates across four communities in the Northern Territory – Kaltukatjara (Docker River), Mutitjulu, Imanpa and Aputula (Finke). The population (2016) is summarized below and listed in details in Appendix 2.

Population (2016)	
Kaltukatjara & homelands	384
Mutitjulu	251
Imanpa	146
Aputula & homelands	161

Whilst this enquiry is focused specifically on service provision in NT communities – we believe it is important to reflect on the experiences and ideas of Aboriginal people from across the region; people who are related through family and language, who are highly mobile across borders and who share many of the same experiences, aspirations and concerns.

Anangu see past the borders and want government to take a united, cross-border approach. Therefore, whilst the following information relates to Anangu experiences in southern NT communities, the issues are reflected throughout the region, and as such, recommendations and solutions should be considered not just for the NT, but for the cross-border NPY region as a whole.

² Hereafter referred to as Anangu

2.4 The Empowered Communities community consultation process

From the formal rollout of Empowered Communities in the NPY Region in July 2016, the small EC Secretariat undertook extensive community engagement and consultation across all 24 communities in the region. Over 2 years (2016-18), consultations were held with community councils, through whole of community meetings, plus separate men's and women's group discussions, with the results documented in a database of community priorities and concerns. In addition, throughout this period we collected all available baseline data and research to provide evidence of, and validate Anangu concerns, and worked with our EC partner organisations to gain their members and Directors' input. We also attempted to undertake an audit of service providers working across the region (further information of this is outlined in section 4.1 below).

Since this period of research and consultation, we have commenced work on a number of select initiatives³ and undertaken further consultation and research on these focused areas. The information presented in the following submission is therefore based on the research and consultation work of the EC Secretariat over the past 3 years and reflects the views and experiences of Anangu people and EC partner organisations working in the region.

2.5 Overview of Priority areas in the NPY Region

As a result of EC's community consultation work, the following six priority areas have been defined by Anangu in the NPY Region. The full details of issues within each priority area are listed in Appendix 3.

Anangu-identified priorities in the NPY Region

- Anangu-led decision making and community empowerment
- Education, culture and youth supports
- Work, meaningful engagement and financial security
- Housing and infrastructure
- Keeping safe
- Taking care for the vulnerable



It is significant to note that concerns for young people were the most frequently raised issue – raised in all community discussions across the region. Senior leaders spoke up strongly about their worries for the future of their families and communities. Young people spoke of a lack of support and opportunity to step up as tomorrow's leaders. Their concerns, and how they relate to the provision of child, youth and family services are described below.

³ EC is currently focusing on the following first priority initiatives in the NY Region:

Emerging Leaders Program; School-to-work Transition Support; Intensive Support for new workers; Anangu-led funding and procurement framework

3. Issues and priorities: What communities have told us about child and youth services in southern NT communities.

This section responds to the Enquiry's questions of:

What types of children and family services are available in your community?

Are there services that are needed but are not being provided?

How should governments identify what objectives to pursue, and then identify needs and priorities for what children and family services to fund?

Are services being delivered in a culturally capable way that meets the needs of children and families?

3.1 Child and youth services in southern NT remote Aboriginal communities; what are the views of Anangu?

According to 2016 census figures, half of the NPY population are below the age of 25 – thus the needs and concerns of young people are of significant importance in this region. Anangu have spoken up strongly about their desire to see young people grow up with the skills, confidence and experience to enable them to succeed and prosper in two worlds (traditional and modern). This vision includes successful young Anangu who are “... confident, have a strong sense of identity and belonging, take up training and work opportunities, engage in both ways learning and contribute productively to the family⁴”.

Through our community consultation process, Anangu have described what they believe to be the key elements of this vision (see Appendix 4). This is described below in relation to the supports and services that currently exist, plus those areas where additional or different services are required.

1) Access to varied and appropriate recreational and personal development opportunities.

In 100% of consultations that we conducted in southern NT communities, the importance of youth programs was raised as a key priority. This entails the need for regular integrated recreation, diversion and personal development activities.

Research conducted in 2017 measured the impact of youth programs in Central Australia⁵ and concluded that the estimated return on every \$1 invested in youth programs⁶, \$4 of value was created⁷. This research also found that a successful youth program must be based on the provision of regular and consistent diversionary activities. “*The success of these activities is reliant on stable and skilled youth workers, regular and consistent activities and community involvement in the design and delivery of the program.*”

- What exists now?

In the 4 southern communities of the NT, NPY Women’s Council (NPYWC) currently delivers an integrated youth service for young people aged 10 – 25 years - including recreation and diversion activities, plus case management and early intervention camps and workshops. NPY Women’s Council is an Aboriginal organisation with a long history in the region, and extensive engagement of local people in the governance and delivery of the service. MacDonnell Regional Council also provides some youth services in these communities through additional sport and recreation workers. Community feedback on these programs is generally positive - particularly when there is collaboration between the services.

“We have a big rec hall and good youth program. Keep up the good work of NPYWC Youth Program. Good collaboration and support with Macdonnell Council youth program”.

(Aputula community member, 3 May 2017)

⁴ Ninti One, 2017. *Centering Anangu Voices: A research project exploring how Nyangatjatjara College might better strengthen Anangu aspirations through education*

⁵ CAYLUS & Nous Group, 2017. *Investing in the Future: The impact of youth programs in remote central Australia: a Social Return on Investment (SROI) analysis.*

⁶ This study was not on programs in the NPY region, but it would be reasonable to conclude that the social return on investment would be comparable to these NT based programs.

⁷ CAYLUS & Nous Group, 2017. *Investing in the Future: The impact of youth programs in remote central Australia: a Social Return on Investment (SROI) analysis.*

- What's missing?

Anangu across the region have spoken up about their desire **for better resourced recreation and diversion programs**, afterhours, weekends and in school holidays: Community members spoke of wanting more activities for young people, and regular delivery of programs that keep young people busy and out of trouble. This is most needed for children under 10 years – for whom there is currently no services provided. This need will be exacerbated by the recent decision to increase the age of criminal responsibility to 12 years of age, and the importance of early intervention programs that reduce the incidence of young people entering the criminal justice system.

In addition – Anangu have spoken up for the need for extra programs for young people during high-risk school holiday periods.

“We want kids holiday programs and new band equipment. We need to keep young people out of trouble and busy”
(Aputula community member, 3 May 2017)

“Regular sports clubs and competition is needed. We also need a gym for young people and adults.”
(Aputula community member, 3 May 2017)

Opportunities for **structured and supported leadership and personal development** are also limited in southern NT remote communities. Communities spoke of their desire for young people to build their skills, experience and confidence as the next generation of leaders. Anangu, both young and old, identified a need for more workshops, camps, training and exposure trips outside of community and the need for succession planning through more training, mentoring and increased personal development opportunities, in order to give young people the direct support and opportunity to thrive and excel.

The NTG's 'First Circles' program has not included any participants from southern NT communities to date. Whilst MacDonnell Regional Council support 'Youth Councils' in other areas where they provide fully funded youth programs, these are not supported in any of the southern NT communities. Funding for the NPY Women's Council 'Kungka (Young Women's) Career Conference' ceased in 2012. There are **no other known (formal) leadership programs** for young people under 25 years in the region.

2) That young people's emotional and social wellbeing needs are met through consistent wrap-around support

In 50% of all consultations undertaken by EC between 2016-2018, Anangu raised concerns about the impact of drugs, alcohol, violence and abuse on their families and communities.

“Too many people are spending their money on alcohol – there's not enough money for food”
(Imanpa community member, 31 May, 2017)

The results of this are reflected in high incidences of trauma, domestic and family violence, crime, suicide and poor mental health. Access to timely crisis response and holistic wrap around case-management support for young people is a high priority for families in the region.

- What exists now?

The NPY Women's Council Youth Service takes referrals for individual case management and occasional emergency relief support for young people aged 10 – 25 years. They also provide early intervention and preventative drug and alcohol, mental health and other education through culturally appropriate camps and workshops on country.

This service works in conjunction with other NPY Women's Council programs – including the Domestic and Family Violence Service and the Intensive Family Support (*Walytjapiti*) Service, plus Ngangkari (traditional healers) employed by the organisation, in order to provide the most holistic coordinated support model for individuals and families.

- What's missing:

Whilst we acknowledge that finding solutions to Anangu concerns around safety, violence, drugs and alcohol are complex, there are two clear suggestions that have stood out in our consultations to date.

1. Access to **mental health support services** in community. There are currently no **specialized mental health or suicide response supports** available in the southern NT remote communities of Kaltukatjara, Mutitjulu, Imanpa or Aputula.
2. **A permanent Police presence** has been raised as a key priority by Anangu in nearly 70% of EC consultations in southern NT communities. Anangu have spoken of the importance of prompt and consistent call-out times, complimented by a strong, well-equipped night patrol service that enables locally led responses to minor community issues.

"Police are not present in community - they are based often at Kulgera. We would rather they be based in community all the time"
(Aputula community member, May 2017)

"We need a Police station for Docker River, not Warakurna, so we can have a faster answer!"
(Docker River Community member, March 2017)

3) Culturally grounded education and supported intergenerational cultural transmission.

In more than 80% of consultations conducted by EC in southern NT communities, Anangu identified the importance of raising young people with strong cultural connections as a key priority.

Intergenerational teaching embeds culture (*Tjukurpa*), family (*Walytja*), connection to country (*Manta*) and language (*Wangka*) as the foundations for Anangu identity. Continuing this teaching and the transmission of cultural learning is therefore an essential element to supporting young people's growth and development.

This view is confirmed in research conducted by Ninti One Ltd on behalf of Nyangatjatjara College in 2017⁸ through a series of interviews with young people, their families and community leaders in the communities of Kaltukatjara, Mutitjulu and Imanpa.

*"A strong theme throughout interviews was the importance of cultural knowledge, connection to the land and language and the primacy of intergenerational engagement in Anangu communities.... Participants saw this as crucial in the context of a wide range of benefits, include identity and belonging, building student engagement, mentoring, strengthening the future of Anangu communities, language and knowledge"*⁹.

- What exists now?

NPY Women's Council is currently funded to deliver a Young Women's Law and Culture teaching program – through the royalty payments of Uluru-Kata Tjuta Traditional Owners, under the support of the Central Land Council Community Development Program. Other informal / irregular activities also occur through partnerships between schools, Ranger (Land Management) programs and/or Youth services.

- What's missing?

Anangu want to see more regular opportunities for **intergenerational learning** supported in communities.

"Tjukurpa (culture) is important. We need support to take young people hunting, teaching kids about country, protecting sacred sites, and working with Traditional Owners to keep culture strong."

(Aputula community member, 3 May 2017)

"We want more picnics and bush camps for culture sharing with old people and young people; talking and yarning around the camp fire. - with visits to other communities to learn more stories."

(Imanpa community member, 31 May, 2017)

⁸ Ninti One, 2017. *Centering Anangu Voices: A research project exploring how Nyangatjatjara College might better strengthen Anangu aspirations through education*

⁹ Ibid

Anangu also want language and culture as a core element of teaching and the school curriculum. This means a commitment to **bi-lingual education** – including language teaching in the classroom and resources/learning materials in first languages. It also means non-language speaking teachers receiving ESL and language training as per recommendation #8 from the 2017 House of Representatives Standing Committee on Indigenous affairs enquiry – which states that...

“As a matter of urgency - English as a Second Language (ESL) be a compulsory component for all teaching degrees; Mandatory ESL training provided to all teachers already working in schools (with substantial Indigenous students); and, opportunity be provided to teachers to undertake local language training.”¹⁰

According to the 2016 census, 93% of people in the NPY region speak a language other than English as their first language at home. In many instances, children come to school with no English at all. Many Anangu have spoken up about wanting their children to be able to read, write and be assessed in their first language. Furthermore, evidence shows that children have a far greater chance of becoming literate and numerate in English if they are strong in their culture and their first language¹¹.

Anangu want to see **two-ways learning** in the classroom, through a curriculum that values both western and traditional knowledge equally. This has been described by authors of the CRC -REP Remote Education Systems project as the ‘red-dirt curriculum’. This work describes an Anangu-led view of culturally appropriate education – designed and delivered by Anangu, whereby children learn locally relevant content in an integrated and contextual way. Many reports over many years have stressed the importance of valuing Indigenous language and culture within schools as a means of improving student and family engagement with schools and improving student outcomes.^{12 13}

4) That young people successfully transition from secondary school into work or further study

A strong theme throughout the Empowered Communities consultations is the need to support young people to successfully transition out of school and onto a pathway towards work or further study. This was raised by men and women, young and old in 67% of all consultations held.

The 2017 Closing the Gap report states - ‘Young people who do not successfully make the transition from education to work are at risk of long-term disadvantage’¹⁴.

With only 13% of 17 – 24 year olds in the NPY region participating in work or study¹⁵, and no formal pathways or transition support programs currently in place, the need for change in this area is stark. Young people throughout the region have spoken up about their experience of leaving school and feeling ‘lost’, ‘on a precipice’, and overwhelmed with a sense of ‘what next’. They have expressed a need for help ‘to find their way’ and support to navigate what to do next in the lives.

- What exists now?

No formal pathways or transition support initiatives currently exists for Anangu in southern NT communities. The **National Indigenous Training Academy** – which operates out of **Voyages** resort at Yulara offers a number of vocational training and school-to-work initiatives – which are described further below.

¹⁰ House of Representatives Standing Committee on Indigenous Affairs, 2017. *The power of education: from surviving to thriving – Educational opportunities for ATSI students*

¹¹ Wilson, B. et al, 2017. *The role of Aboriginal literacy in improving English literacy in remote Aboriginal communities: an empirical systems analysis with the Interplay Wellbeing Framework*

¹² Collins, B, 1999. *Learning Lessons: An Independent Review of Indigenous Education in the Northern Territory: An Independent Review of Indigenous Education in the Northern Territory*. Northern Territory Department of Employment, Education and Training.

¹³ House of Representatives Standing Committee on Aboriginal and Torres Strait Islander Affairs, 2012. *Our Land. Our Languages: Language learning in Indigenous communities*. The Parliament of the Commonwealth of Australia

¹⁴ Australian Government, Department of the Prime Minister and Cabinet, 2017. *Closing the Gap Prime Minister’s Report*

¹⁵ Census, 2016

- What's missing?

Anangu have expressed a strong desire to see better support for young people to successfully transition from school to work or further study. More engagement and support from regional and local employers to connect with schools and young people and to invest in the roles and career pathways that will interest and engage young people, is another critical and missing element in the school to work transition domain.

"We want more skills for kids when they leave school" (Imanpa community member, 31 May 2017)

"My vision is to see kids from here get qualifications and jobs. But to do this in the future we need to look at what is going on today". (Makinti Minutjukur Director, Pitjantjatjara Yankunytjatjara Education Committee (PYEC), Pukatja - 2018)

There are currently many barriers to this happening. Opportunities for traineeships, apprenticeships and vocational training are limited in southern NT communities – with no TAFE or VET campuses in the communities, and limited visiting coursework available. The nearest TAFE provider to the southern NT communities region is located in Alice Springs – between 3.5 – 9 hour drive away.

Consultation conducted on behalf of Nyangatjatjara College in the report – "Centering Anangu Voices" found that

"...training and work was by far the most significant priority identified for the College in supporting young people for the future... Anangu expectations of education are that it will lead to local employment opportunities and young people confidently transitioning into roles that support the family, the community, caring for country and the continuation of culture."¹⁶

The **National Indigenous Training Academy** – which operates out of **Voyages** resort at Yulara offers significant potential, however engagement and employment of local Anangu at the Academy is extremely low. In 2016, Voyages reported that only 6% of their staff were Anangu employed from nearby communities. The reasons for this are varied – however feedback from Anangu suggests that it includes a perceived lack of a culturally safe or accessible environment for Anangu. The **school-to-work program** also run by Voyages is popular, but limited and Anangu have expressed a desire for more of these opportunities.

Feedback to Voyages from Empowered Communities Emerging Leaders Program, 21 March 2018

"School to work programs and work experience at the resort are good – but you need to keep doing MORE of this across ALL communities"

"There are lots of opportunities available here, the range of options for work and training is good. However, getting skills that Anangu can take back and use in community is also important"

"Voyages need to 'open the doors' to Anangu more.... go out into community to promote jobs and training. They also need compulsory cultural awareness and language training for Voyages staff"

A multi-stakeholder Anangu Employment pathways Forum held in May 2017 also found similar issues and challenges in regards to local employment and training opportunities at Voyages. Recommendations from this forum included a progressive support structure is required for inducting Anangu into work – from work experience when in school, to part time/casual jobs for young people, traineeships and supported employment services.

The Forum also noted the inadequate and largely ineffective **support from CDP providers** in preparing Anangu job seekers for training and jobs, and providing post-placement support. This feedback is consistent with that gathered through the Empowered Communities consultations – particularly in regards to assistance needed to secure 'Ochre Cards (Working with children checks), drivers' licenses and other paperwork and certification necessary to enter employment.

¹⁶ Ninti One, 2017. *Centering Anangu Voices: A research project exploring how Nyangatjatjara College might better strengthen Anangu aspirations through education*

5) That young people have improved access, attendance, retention and quality of education

School attendance and outcomes are a well-documented concern in remote Aboriginal communities of central Australia. However, whilst Anangu share these concerns – they have also spoken up strongly about access and the availability of quality, relevant education as a significant barrier.

- What exists now?

Government primary schools operate directly in three of the four communities within EC's jurisdiction in the Northern Territory (Aputula, Imanpa and Mutitjulu). Nyangatjatjara College is an independent (non-government) Aboriginal College delivers secondary education in Imanpa, Mutitjulu and Docker River – where it also runs the primary school. The college is the only secondary education provider in the NT south of Alice Springs.

In 2017, the NT Department of Education established a **Transition Support Unit** to support secondary school students and their families to access boarding school opportunities. In addition, the NPY Women's Council is funded to deliver a **Boarding School Support Project** – through the royalty payments of Uluru-Kata Tjuta Traditional Owners, under the support of the Central Land Council Community Development Program.

- What's missing:

School attendance and outcomes are a notable concern of Government, services and families alike in the NPY Region, and have been the focus of a number of enquiries and reviews to date¹⁷. Yet the challenges still remain. 2016 data states that only 55% of children are attending school every day and that only 18% of 20 – 24 year olds in the NPY Region have completed Year 12 or equivalent¹⁸.

The **lack of secondary school provision in Aputula** community is one of the most significant issues re: education access in the region.

“Education is important – there is no secondary school in Aputula; Kids have to go away to secondary school, and are getting kicked out and sent home all the time”

(Aputula community member, 3 May 2017)

*“Secondary education opens future options to students. The quality of thought required to succeed in secondary schooling is the basis for citizenship, social participation and control over one's life. It provides access to jobs, training and further education. The lack of a complete secondary education is increasingly a barrier to life chances”.*¹⁹

Low provision of **early childhood programs** is also notable in the region. Whilst it is difficult to obtain data on actual hours of early childhood provision, anecdotal feedback from communities suggests that the frequency and availability of playgroups, pre-school and childcare programs are inadequate and less than the 15 hour a week recommended under the National Partnership Agreement on Early Childhood Education²⁰.

¹⁷ Wilson, B. N.D, 2014. *A Share in the Future: Review of Indigenous Education in the Northern Territory*; Collins, B. 1999. *Learning Lessons: An Independent Review of Indigenous Education in the Northern Territory: An Independent Review of Indigenous Education in the Northern Territory*. House of Representatives Standing Committee on Aboriginal and Torres Strait Islander Affairs. 2012. *Our Land. Our Languages: Language learning in Indigenous communities*. The Parliament of the Commonwealth of Australia

¹⁸ Census, 2016

¹⁹ Wilson, B. N.D, 2014. *A Share in the Future: Review of Indigenous Education in the Northern Territory*

²⁰ The National Partnership Agreement on Early Childhood Education was endorsed by Council of Australian Governments (COAG) in 2008 and stated that by 2013 every child would have access to 15 hour a week of early childhood programs in the year before they commence primary school.

The NT Government's 'Starting Early for a Better Future' implementation plan (2018 -22) recommends integrated Child and Family Centres as place-based hubs that encourage family participation in early childhood education and development. There are currently **no Child and Family Centres** in the southern region of the NT.

High turnover of teaching staff is also raised across all southern NT communities as a key concern of Anangu in regards to their children's education.

*"The teachers come for a short time then leave and the kids miss out. The teachers come on short contracts then leave and a new one comes and has to start over. We want the teachers to stay and teach properly."*²¹

Anangu have also expressed a desire for more **Anangu to be employed** in schools. Research shows that having local Aboriginal ancillary staff employed at a school, including but not limited to assistant teachers, improves not only school attendance, but also NAPLAN results²².

"There are not enough Anangu teachers working at the school; there should be more jobs in child care, teachers support etc. We have no Anangu pre-school teacher."

(Aputula community member, 3 May 2017)

3.2 Critical enablers for how programs are delivered; Lessons from Empowered Communities' engagement and co-design in the NPY Region.

There is considerable evidence to suggest that *how* services are delivered is critical in working with vulnerable individuals, families and communities than can be more important than *what* services are delivered²³. The following lists some of the general learnings and reflections on how programs should be designed – based on the widespread community engagement and co-design work conducted by Empowered Communities in the NPY Region to date.

- **Family involvement and community engagement.**

Anangu have told us **family and community support** is an essential element for young people's success. Parents play an important role in determining a vision for their children's future. Role modelling and patterning is important – demonstrating to young people through lived experience and expectations a positive pathway from childhood to adulthood. Programs that actively foster and support broad family and community involvement are therefore considered essential to achieving the best outcomes for young people.

*"Kids succeed when they have strong families pushing them ..."*²⁴

*"The participation and ownership of Anangu young people, families and community leaders in developing and delivering this initiative is therefore an essential dependency"*²⁵

²¹ Ninti One, 2017. *Centering Anangu Voices: A research project exploring how Nyangatjatjara College might better strengthen Anangu aspirations through education*

²² Guenther, J., & Disbray, S. 2015. *Why local staff matter in very remote schools. Paper presented at the Australian Association for Research in Education annual conference, Fremantle. 1 December 2015*

²³ Murdoch Children's Institute, 2011. *Review of the evidence base in relation to early childhood approaches to support children in highly disadvantaged communities for the Children's Ground Project*, Prepared for the Department of Education, Employment and Workforce Relations

²⁴ Ninti One, 2017. *Centering Anangu Voices: A research project exploring how Nyangatjatjara College might better strengthen Anangu aspirations through education*

²⁵ Empowered Communities Co-design workshop notes: Transition Support, March - 2019

- **Strong cultural foundations.**

Anangu have told us that culture (*Tjukurpa*), family (*Walytja*), connection to country (*Manta*) and language (*Wangka*) are the foundations for growing up strong young people. **Connection to culture** embeds a strong sense of identity. Resources and initiatives that enable integrational learning and the continuation of language and culture must therefore be valued and actively supported by services and governments.

- **Aboriginal designed and delivered; strong Anangu governance.**

By extension from the points above, strong representative Anangu governance is a key to ensuring meaningful and relevant program design and delivery. Many Anangu throughout the region have told us they have little understanding of their rights and obligations relating to many services and programs that operate in their communities. Decisions about services and programs are often made externally with little or no local input.

Beyond the critical need for Anangu input to program design, Anangu have told us they want a broader say about issues and worries for their communities and the region as a whole. Democratic, representative structures that recognizes a ‘two-way’ approach to cultural and contemporary leadership and give voice to Anangu concerns for country and community, need strengthening.

- **Infrastructure and investment.**

A strong theme throughout EC’s work to date is the need to factor in the history of underinvestment and the challenges of remoteness – both of which demand additional resourcing for programs within the region. In particular – our experience has shown that all solutions need to include a critical infrastructure component. In nearly 70% of our consultation in the NT – housing and infrastructure concerns were raised.

“We need a community resource centre where Anangu can teach each other and get help to do these things and have access to phone/fax/computers.” (Aputula community member, 3 May 2017)

“We need a footy oval, spotlights, grass... more recreational facilities, a pool table, a shed for the basketball court...” (Mutitjulu community meeting, 2017)

We have observed many situations of programs suffering from poor community support or engagement, due to fly-in-fly-out workers unable to access housing in the community. We have observed the challenges of inadequate facilities affecting the ability to deliver culturally appropriate education through the lack of separate learning spaces for teenage boys and girls. We acknowledge that an investment in housing and infrastructure is an additional – but essential component – for the success of all programs delivered in the region.

4. Data gathering and sharing: The Empowered Communities experience

This section responds to the Enquiry’s question of:

What service mapping has been done in the Northern Territory?

4.1 NPY Region Service Provider Audit

Alongside community consultations, the EC Secretariat has been gathering data to develop a clear understanding of baseline demographics and services across the region. During 2017, an audit of service delivery across the NPY Lands was attempted. The purpose of the audit was to analyse (i) availability and parity in services and investment between communities and states, (ii) gaps and overlaps, (iii) opportunities and other findings to assist with planning and decision making that ensures better outcomes for Anangu. The audit also sought to show how well the level of Government investment corresponds to community priority areas and therefore how spending could be better targeted to achieve Anangu identified outcomes.

To the best of our knowledge, a service audit and mapping of this type and scope has not been done before. It proved a complex undertaking given the multitude of funders across State, Territory and Federal jurisdictions. The audit aimed to present the following information:

For each service delivered ...

- who is providing the service
- target outcomes of service
- communities where service is or was delivered
- mode of delivery (drive in - drive out or community based)
- level of funding provided (indicative)

- **Challenges:**

The biggest challenge to emerge from this project was difficulty in accessing data. A wide variety of Federal, State and Territory Government Departments were approached, however **few were willing or able** to provide the required information. Furthermore, for those that did, it was apparent that there is **no consistent system** for collection, storage or reporting on programs or providers, or any simple mechanism for accessing the kind of place-based data that is of most interest and value.

Of the data sets that were available, there was insufficient detail to allow analysis of service provision – beyond basic measures of the number of providers, type of providers (Aboriginal NGO, Government Departments, etc), and number of services delivered. For much of the data received, many questions were unable to be answered, including which communities the service was offered in, the amount of funding invested or the number of Anangu staff employed.

- **Sources of data:**

A wide variety of Federal, State and territory Government Departments were approached to provide data on the programs and services funded in the region. In the Northern Territory, our approach was via the Department of the Chief Minister – Office of Aboriginal Affairs.

After many months of concerted effort, we were only successful in obtaining data from two Federal Government Departments. In response, our search for data expanded to a wider variety of sources – including accessing permit data issued to services providers working in NPY communities, and anecdotal information from long-term field staff.

Below is the full list of sources for the Service Audit in the NPY Region.

- Department of Prime Minister & Cabinet (PM&C)
- Federal Department of Social Services
- Anecdotal information from PM&C field staff
- Permit data from APY
- Permit data from Ngaanyatjarra Council
- Data from the Office of the Registrar of Indigenous Corporations
- Data from NPY Women's Council staff

4.2 What did we find? Results of Service Audit

The results below represent a 'best effort' attempt to quantify services providers and programs funding in the NPY Region in the 2016-17 financial year. Further, in the context of this enquiry, it must be noted that this is a combined tristate (NPY Region) snapshot, with a likely bias towards providers in the APY Lands of South Australia. This is because of better data availability from this side of the border²⁶.

Despite the limitations outlined above, it is possible to carry out some analysis on available data.

- In the 2016/17 financial year, there were around 250 service providers delivering over 300 services
- Over half the service providers were non-Aboriginal organisations and about 20% were Aboriginal.
- The biggest proportion of services was in the education and youth opportunities space. A summary of youth and education related services is provided in Appendix 5.

²⁶ Further analysis of our data set to separate out the NT providers may be possible on request.

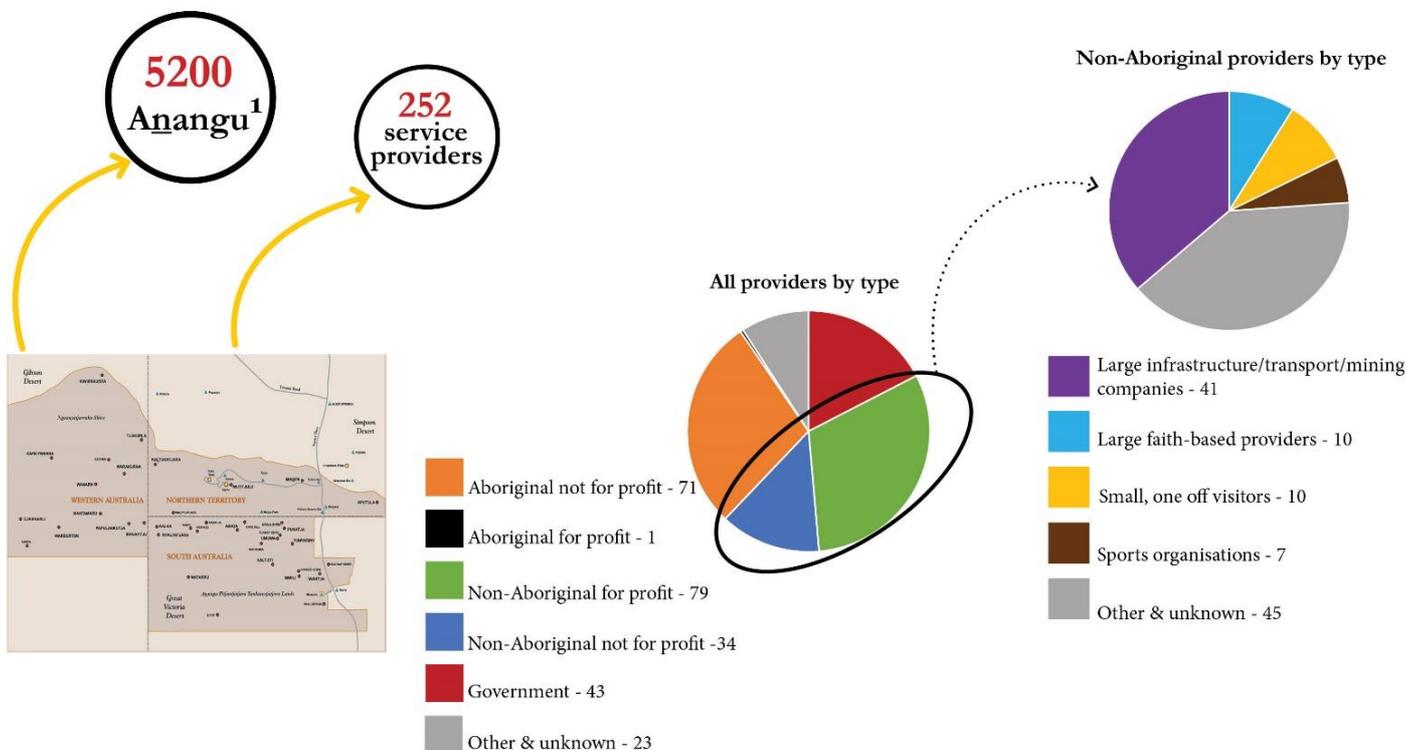
Summary of service provider data to date (April 2018)

Service providers known to date (April 2018) in NPY region for 2016/17 FY		252
Programs/services known to date		312
Category of provider	Government	43
	Non-Aboriginal for profit	79
	Non-Aboriginal not for profit	34
	Aboriginal not for profit	71
	Aboriginal for profit	1
	Other & unknown	24

Alignment to EC themes	Programs in Education, culture & youth supports	39
	Programs in Keeping safe	20
	Programs in Work, meaningful engagement & financial security	29
	Programs in Housing & infrastructure	59
	Programs in Health & caring for the vulnerable	45
	Programs in Anangu led decision making	5
	Programs that are unknown or fall outside these categories	115

SERVICES IN THE NPY REGION: WHAT DO WE KNOW SO FAR? APRIL 2018

DATA FROM TWO FUNDERS & FROM PROVIDERS IN COMMUNITIES



Ngaanyatjarra Pitjantjatjara Yankunytjatjara Lands

1: This population figure is from the PM&C Regional Profile, taken from 2011 Census data
Note: This information is an incomplete picture of service provision on the NPY Lands. It is based only on data from 2 Federal Departments (PM&C & DSS), as well as some anecdotal information from organisations operating within communities.

4.3 Child and youth outcomes: EC experience of data collection.

Gaining access to accurate information regarding child and youth outcomes across the NPY region is very difficult. In their 2016 research on boarding school outcomes for remote NT students, Guenther et al commented that “there are no baselines, no meaningful outcomes measures, no logic or theory of change models, no cost-benefit analyses and little understanding of impacts...”²⁷. This has also been EC’s experience across many policy and program areas in the NPY region. While this quote relates specifically to boarding school outcomes for remote Indigenous students, the dearth of reliable data regarding broader outcomes for Anangu is stark.

The following NPY region data provides a snapshot of what we have secured in relation to child and youth outcomes.

- **English is the second or third language** for the vast majority of children and families
- Early childhood indicators show that **74% of Indigenous children in the NPY Lands are vulnerable in one or more domains**, compared to 42% of Indigenous students nationally and 21% of non-Indigenous students nationally²⁸.
- There is **no breakdown or publicly available data on preschool provision** or attendance at children and family centres (only in SA).
- Approximately **93% of students enrolled at schools in the NPY region are Indigenous**.
- Based on current *My School* data, approximately **60% of NPY Lands schools recorded an Indigenous attendance rate under 70%**, 33% were between 70 and 90%, and only one had an Indigenous attendance rate of at least 90%. **Most NPY Lands schools recorded an Indigenous attendance level under 30%**, and only one had an Indigenous attendance level above 50%. There is no breakdown of attendance at year level or at primary/ secondary level. There are **high levels of mobility** across the region that affect attendance data.
- **A very small number of students from the region have completed Year 12** (18% of 20 – 24 year olds²⁹). There is no publicly available data on engagement in schooling. However strong anecdotal evidence that there is a **very high dropout/disengagement rate in secondary years**. It is not clear which year students drop out or disengage, however, gender specific reasons such as the transition through men’s business appears to be a significant contributor.
- There is **no publicly available data on numbers of students from the NPY lands attending boarding schools**, or the dropout rate. Anecdotally, a significant proportion of those that attend schools a long way from their community, return to community shortly after commencement.
- There is no publicly available data on the breakdown of **teaching and non-teaching Indigenous staff** in schools and limited information about conditions of employment, ESL qualifications, induction/training to teach in remote schools and professional learning activities across the region.
- There is **no publicly available data on numbers of students accessing TAFE or VET courses**.
- Transitions to work or further study very limited - **87% of Indigenous youth (17 – 24 years) were NOT fully engaged in work or study** in the NPY Lands region in 2016.

²⁷ Guenther J, et al. 2016. *Boarding schools for remote secondary Aboriginal learners in the Northern Territory: Smooth transition or rough ride?* AARE 2016. 27 November - 1 December.

²⁸ Australian Early Development Census, 2015

²⁹ ABS Census, 2016

- In 2011, the proportion of Indigenous persons **aged 20 to 64 years who had completed a certificate III or above in the NPY Lands region was 7%**. This is lower than the level for all Indigenous Australians aged 20 to 64 with post school qualifications (30%) and much lower than the equivalent proportion for non-Indigenous Australians nationally (55%)³⁰.
- Recent research shows that ‘more than 85% of a sample of 660 NT Aboriginal adults have English reading, writing, speaking, listening and numeracy skills **below the level needed for independence** in the workplace and for having the confidence to participate in all aspects of the broadest Australian society’³¹. While this data is drawn from the adult Aboriginal population of the Northern Territory, one can assume a similar state of affairs for the broader NPY region.

The statistical data on educational outcomes that is available for the NPY region is captured in Appendix 6.

5. The Empowered Communities approach to program funding & design

This section responds to the Enquiry’s questions of:

How can a funding approach best support place-based decision making and service delivery?

How can barriers to accessing services be overcome through changes to funding arrangements?

Who allocates and receives those funds?

Do governments engage genuinely and effectively with communities in designing policies and programs?

How well is funding coordinated between (and within) governments and other service providers?

Are the right outcomes being measured and used to inform future policy and funding decisions?

How should governments and service providers be held to account for their funding decisions and outcomes?

Empowered Communities is working to develop a new approach to Indigenous affairs by looking beyond service delivery to a systems-change approach. We believe that transforming the way governments and service providers engage with Anangu – through reform of systems, structures and policies, is critical to enabling sustainable change. We are doing this in a number of ways – described below.

5.1 Joint funding and procurement decision-making

Joint Decision Making is a cornerstone of the national EC model and provides a mechanism to enact the principle of subsidiarity – which determines that “*authority for deciding or acting should rest as close as possible to the people affected by the decision or act*”³². Joint Decision Making is a key mechanism by which EC is working to achieve increased transparency, accountability, and more efficient and effective program funding & delivery for the benefit of Aboriginal individuals, families and communities.

In 2017, the Minister for Indigenous Affairs committed to putting a 75% weighting on the recommendations of Aboriginal people in regards to Indigenous Advancement Strategy (IAS) grants due for review in EC regions. A national Joint Decision Making Framework was developed and a locally model adopted across a number of EC regions including inner Sydney, east Kimberly and here in the NPY Lands of central Australia.

In mid-2018, the Kulintja Kutju (‘One Vision’) Group was formed as an Anangu representative group to develop and trial joint decision making in the NPY Region. To date, seven grants have been reviewed using this model, and recommendations provided to the Minister. The entire model is being reviewed in mid-2019, with the view to extending the process to include other Federally funded grants, as well as State and Territory funding in the future.

³⁰ ABS Census 2011.

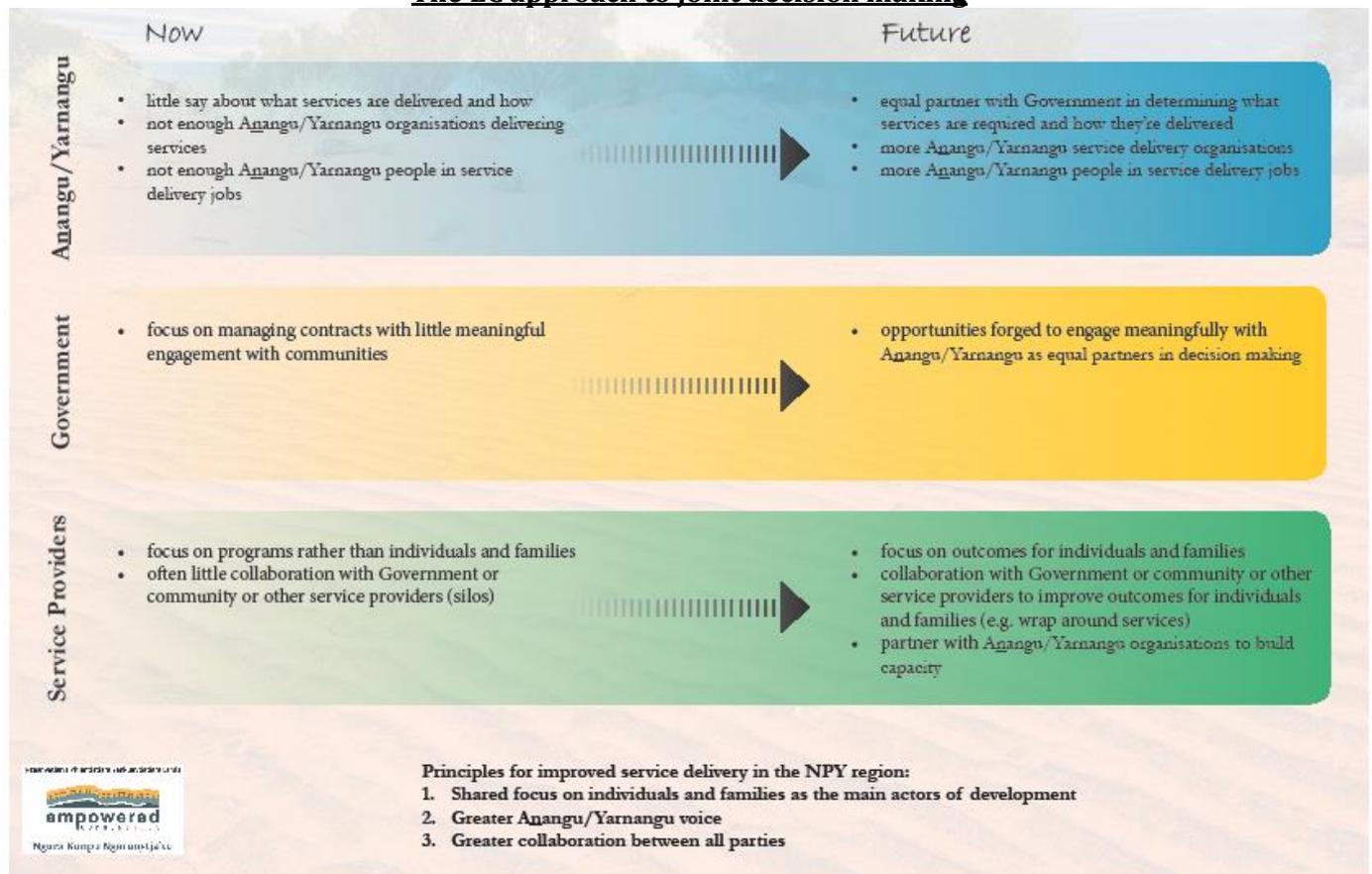
³¹ Shalley & Stewart 2017. *Aboriginal Adult English Language Literacy and Numeracy in the Northern Territory: A Statistical Overview*, Whole of Community Engagement Initiative, Charles Darwin University

³² Empowered Communities Design Report, 2015

The Joint Decision Making model also looks to a long term pooled funding approach in EC regions – whereby funding can be assessed and allocated based on locally identified goals within a long term development agenda.

“Over time, this process would allow for spending to increasingly be directed towards place based development objectives...”³³

The EC approach to joint decision making



EC wishes to highlight the EC approach to joint decision-making and the work of the Kulintja Kutju group in the NPY region, as a best practice example in this enquiry – and for consideration as a model for all decision making on Northern Territory program funding.

- **How does it work?**

The EC Joint Decision Making process or Regional Funding and Procurement framework is a collaborative means by which funders, providers and local Anangu representatives are involved in the review and assessment of program funding (see Appendix 7). The Kulintja Kutju Group leads this process, and are a group of senior and emerging Anangu leaders and subject matter experts from across the NPY region. Their role to date has been to assess IAS-funded programs that are seeking renewal, and to make recommendations to the Minister as to whether they should continue or not, as well as any suggested changes to improve outcomes for Anangu.

This involves collating information from all stakeholders – including the contract manager and the service provider, which is presented to the Kulintja Kutju group for review. The Kulintja Kutju group are guided by a set of principles (see Appendix 8) and terms of reference. They have developed a number of assessment tools by which programs are assessed in relation to Anangu-defined measures of need, impact and success. Grants are assessed under the following criteria:

³³ Empowered Communities Design Report, 2015

EMPOWERMENT TEST

This criterion measures the degree to which the program demonstrates genuine Anangu involvement, empowerment and subsidiarity. It asks the questions - Does this program...

- support Anangu rights to take responsibility for their own lives and futures?
- equip Indigenous people with the rights and supports necessary for empowerment?

THE DEVELOPMENT TEST

This criterion measures the degree to which the program is achieving broad-scale social, economic and cultural development, by expanding the range of choices enjoyed by individuals. It asks the questions – Does this program...

- support & promote Anangu culture?
- support individual and family capability and resilience?
- fill a gap/need identified by Anangu?
- demonstrate an adaptive, best practice approach?
- use a sustainable, collaborative community/place-based approach?

THE PRODUCTIVITY TEST

This criterion measures the efficiency and effectiveness of the program. It asks the questions – Does this program...

- duplicate existing services provided by other programs?
- demonstrate accountability & transparency to Anangu within the community/region?
- make the most productive use of resources and opportunities?

The EC Joint Decision-Making model also serves to reinforce the national Indigenous Procurement Policy whereby local Aboriginal organisations are considered as preferred providers within Government contracting processes. Where skilled Anangu providers do not exist, the joint decision making model enables the Kulintja Kultju group to make recommendations that a provider work in partnership to build the skills and capacity of Anangu organisations in order to transition the program over time.

Feedback from Kulintja Kutju group members provides some early evidence of the significant impact that this new way of working has had on individuals. The medium to long-term outcomes on program design and delivery will be a focus of our evaluation over time.

“The Kulintja Kutju group is where we have our input in terms of anything to do with the Lands, with the programs and services funded by Government. We want to use this as a tool to be heard and have our say. We want to be empowered and be able to achieve things in life ... We want the Government to understand and take that on board and hopefully we can continue on this path that we’re on. It makes me feel proud and it’s exciting for all of us.”

(Chris Reid, Kulintja Kutju group member)

5.2 Co-design and collective impact; integration of services towards common goals.

The Empowered Communities Joint Decision Making Model is complimented by a number of other approaches that seek to build Anangu ownership, agency and subsidiarity in the region.

Co-design (otherwise referred to as participatory or co-operative design) is another key feature of the Empowered Communities approach. Co-design is a transparent process, involving all relevant parties, with end-users (in this case – Anangu) playing a central role in the program design– from identifying the issue, developing strategies and implementation plans, through to final evaluation stages. This approach is intended to ‘inject new ideas, break down silos, and translate high level strategies into detailed implementation plans’³⁴. What is delivered is therefore not predetermined, but can be negotiated between Anangu communities, Government and service providers.

³⁴ Empowered Communities Design Report, 2015

To date, EC has co-designed a new Emerging Leaders Program in the NPY Region, to support young Anangu aged 25 – 40 years to build ‘both-ways’ capacity as young leaders.

We are also in the process of co-designing two new initiatives for the region:

- A school-to-work transition support model, to provide Anangu school leavers with the preparation and bridging support required to successfully move into work or further study.
- An intensive support for new workers model, whereby Anangu entering the workforce have the holistic, pastoral support required to succeed at and remain in work, and progress through employment in the long term.

In each of these initiatives, broad stakeholder collaboration has been critical to developing a shared understanding of the issue, and in developing best practice, place-based solutions. Partnerships between families and community, service providers and governments departments are the basis for developing integrated responses towards a common goal.

6. Conclusion

Anangu in the NPY cross-border region want young people’s growth and development to be inclusive of academic, cultural and personal development skills, where families are first teachers and both social and emotional pastoral care is integrated. This includes wrap-around support for young people both inside and outside the school gate and a greater collaboration between schools, services and communities. An Anangu vision for child development encompasses life-long learning opportunities that are relevant and culturally appropriate, that are a pathway to leadership and local employment opportunities and that support intergenerational cultural learning.

The huge disparity in outcomes for Anangu children and young adults, compared with national averages of Indigenous and non-Indigenous students raises the question of the applicability of mainstream approaches and the appropriateness of measuring progress using mainstream measures in remote communities. Anangu want to identify approaches that could improve these statistics and outcomes for Anangu children but also keep them connected to communities and culture.

The Empowered Communities approach seeks systematic change to the way governments and service providers engage with Anangu. We believe that transforming the policy and legislative environment is a critical enabler of sustainable change. Therefore, we do not want to deliver ‘just another program,’ but rather to demonstrate a new approach, to stimulate - from the ground up - new thinking and to reform the systems, structures and policies that impact Anangu in the NPY Region.

To achieve policy reform centred on Indigenous empowerment requires transformational change on every level. A key part of that change is altering the way Indigenous communities, Governments and service providers work together, including collecting data, and the decision making process for funding allocation, and the means by which these programs are monitored and measured for ‘success’.

Appendix I: EC Regions around Australia



Appendix 2: 2016 census population details, southern NT communities

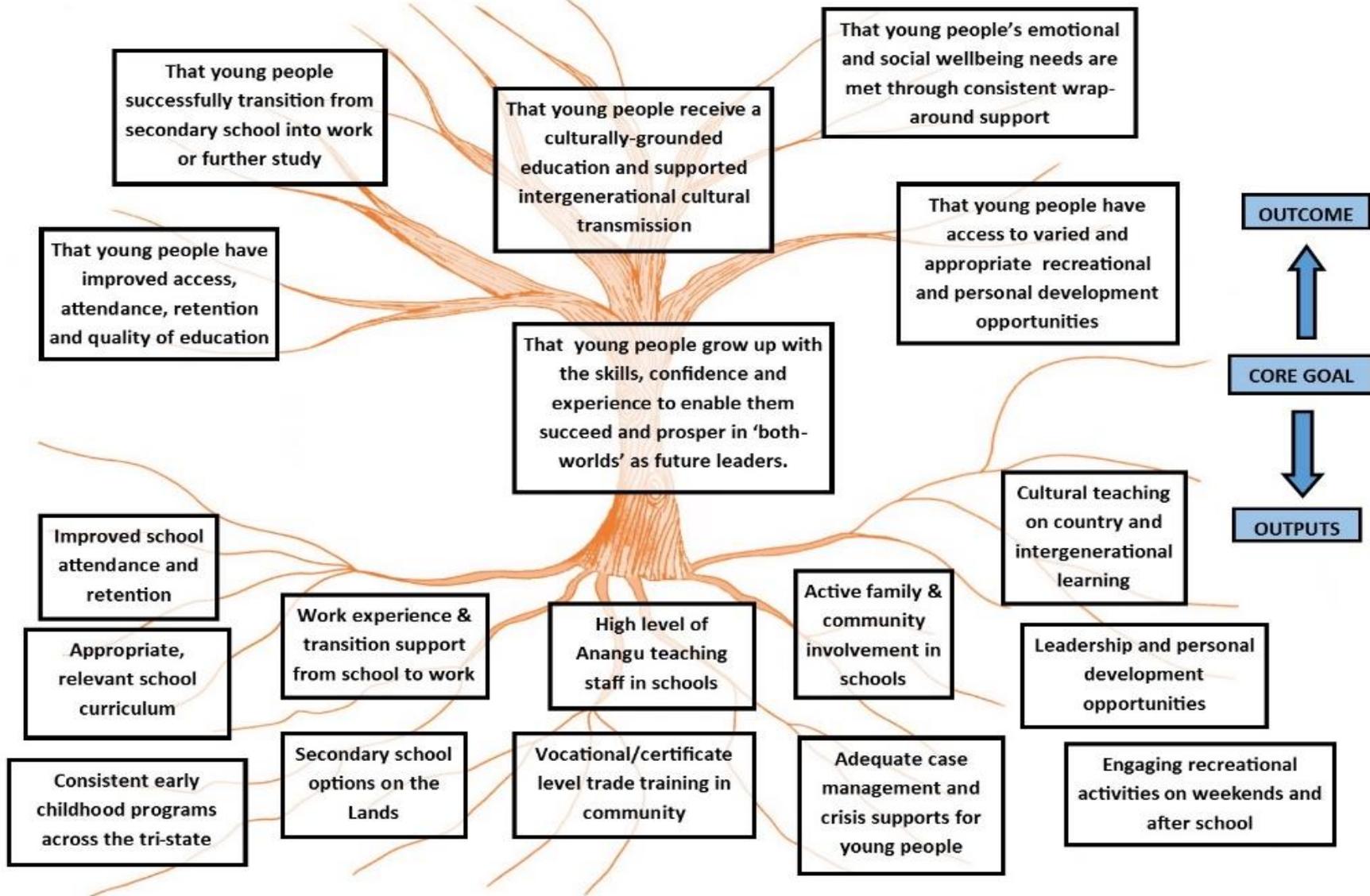
	Finke		Aputula (Finke) Homelands		Kaltukatjara (Docker River)		Kaltukatjara Outstations		Imanpa (Mount Ebenezer)		Mutitjulu		Totals
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	
0-4 years	12	4	0	0	12	10	5	5	11	3	8	10	80
5-9 years	11	7	0	0	12	8	0	3	6	3	9	8	67
10-14 years	7	8	0	0	13	13	7	4	3	8	9	7	79
15-19 years	4	0	0	3	25	21	9	0	4	3	11	8	88
20-24 years	13	6	4	0	15	18	9	4	16	23	14	36	158
25-29 years	9	12	0	0	8	9	5	4	10	12	15	10	94
30-34 years	8	13	0	0	8	8	3	4	0	8	8	3	63
35-39 years	4	0	0	0	14	18	0	0	4	3	6	12	61
40-44 years	4	3	0	0	13	12	0	0	7	6	12	7	64
45-49 years	4	3	0	0	11	10	3	4	0	0	9	8	52
50-54 years	6	4	0	0	11	4	0	0	7	0	9	5	46
55-59 years	0	3	0	0	7	3	0	4	6	3	4	3	33
60-64 years	5	4	0	0	0	5	0	0	0	0	3	6	23
65-69 years	0	0	0	0	3	3	4	0	0	0	3	5	18
70-74 years	0	0	0	0	0	4	0	4	0	0	0	0	8
75-79 years	0	0	0	0	0	0	0	0	0	0	0	0	0
80-84 years	0	0	0	0	0	5	0	0	0	0	0	3	8
85-89 years	0	0	0	0	0	0	0	0	0	0	0	0	0
90-94 years	0	0	0	0	0	0	0	0	0	0	0	0	0
95-99 years	0	0	0	0	0	0	0	0	0	0	0	0	0
100 years and over	0	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL	87	67	4	3	152	151	45	36	74	72	120	131	942
community totals													
	161				384				146		251		

Appendix 3: Anangu priorities in the NPY Region

 NPY Empowered Communities Priorities					
Education, culture & youth supports 	Work, meaningful engagement & financial security 	Anangu-led decision making 	Housing & infrastructure 	Keeping Safe 	Caring for the vulnerable 
<ul style="list-style-type: none"> • Transition support & adult education • Youth programs • School access, attendance, retention & quality • Cultural transmission & culturally grounded formal education 	<ul style="list-style-type: none"> • Better & more jobs • Enterprise & economic development • CDP & effective income support • Cost of living • Community income & royalties • Community participation 	<ul style="list-style-type: none"> • Community governance & control • Culturally informed service delivery • Leadership & capacity building • Increasing Anangu influence 	<ul style="list-style-type: none"> • Better & more housing options • Homeland support • Roads & transport • Access to goods & community facilities • Community infrastructure & municipal services 	<ul style="list-style-type: none"> • Police presence & response • Community patrols • Violence & safety • Child protection • Drugs, alcohol & gambling • Supporting community-led action 	<ul style="list-style-type: none"> • Mental health support • Aged care & disability support • Childcare & early childhood programs • Local access to dialysis services
<p>Our work is led by Anangu and grounded in �Tjukurpa �Walytja �Manta �Wangka</p>					

Appendix 4

A VISION FOR YOUNG PEOPLE IN THE NPY REGION



Appendix 5:

Education and Youth Support Services available for young people in southern NT Aboriginal communities of Kaltukatjara, Mutitjulu, Imanpa, Aputula.

Early childhood (0-5 years)	Primary Schools (5-12 years)	Secondary Schools 12 – 16 years	Vocational Programs 16 – 20+ years	Vocational Programs 16 – 20+ years	Transition support	CDP & ‘Transition to Work’ providers	Leadership Programs
<p>MacDonnell Regional Council</p> <p>Frequency / hours provided per week unknown</p>	<p>In all communities</p> <p>Run by Nyangatjatjara College in Docker River.</p> <p>NT Education Department-run in Mutitjulu, Imanpa and Aputula.</p>	<p>Stand-alone secondary schools in Imanpa, Yulara, Docker River</p> <p>Run by Nyangatjatjara College</p> <p>No secondary schooling available in Aputula</p>	<p>Nyangatjatjara College providing some vocational training (Certificate 1 Community Services) to senior students, provided by Redpath Education).</p>	<p>National Indigenous Training Academy (NITA) @ Yulara. Certificate training in hospitality, horticulture, tourism for students aged 18+</p> <p>Limited visiting program delivery from CDU & Batchelor to NT communities</p>	<p>NT Government Transition Support Unit: since 2017</p> <p>NPYWC Youth Program (case management) in all communities</p>	<p>Ngurra Tjuta (Imanpa, Mutitjulu, Docker River);</p> <p>Catholic Care (Aputula)</p>	<p>NT Government ‘First Circles’ Program. No participants from NPY communities to date.</p> <p>EC Emerging Leaders Program commenced 2018 for participants 25 – 40 years</p> <p>Kungka Career Conference – Tristate leadership program for young women aged 12 – 20 years (not run since 2012)</p> <p>No equivalent program for young men.</p>

Appendix 6

Summary of formal educational outcomes by age group

Life stage	0-5	6-10	11-16	17-25	26+
Early childhood education					
Early development vulnerability	74% vulnerable against one or more development domains				
Literacy		An average of 30% of Anangu school students met or exceeded the National Minimum Standard for reading			85% of NT Aboriginal adults have literacy and numeracy too low to participate independently in the workplace ³⁵
Numeracy		An average of 47% of Anangu school students met or exceeded the National Minimum Standard for numeracy			
School attendance		60% of NPY Lands schools recorded an attendance rate less than 70% ³⁶			
Year 12 attainment			16% of Anangu aged 20-64 have completed year 12 ³⁷		
Youth programs		The estimated return on every \$1 invested in youth programs ³⁸ researched, \$4 of value was created ³⁹			
Vocational education				7% of Anangu aged 20 to 64 years have completed a certificate III (2011) ⁴⁰	
Engagement in study or work				91% of Anangu aged 17-24 are not engaged in work or study ⁴¹	

³⁵ Shalley & Stewart 2017 'Aboriginal Adult English Language Literacy and Numeracy in the Northern Territory: A Statistical Overview', Whole of Community Engagement Initiative, Charles Darwin University: 71.

³⁶ Department of Prime Minister and Cabinet, "NPY Lands Empowered Communities Region: Regional Profile – Outcomes for Indigenous Australians", p. 13.

³⁷ Ibid, p: 18.

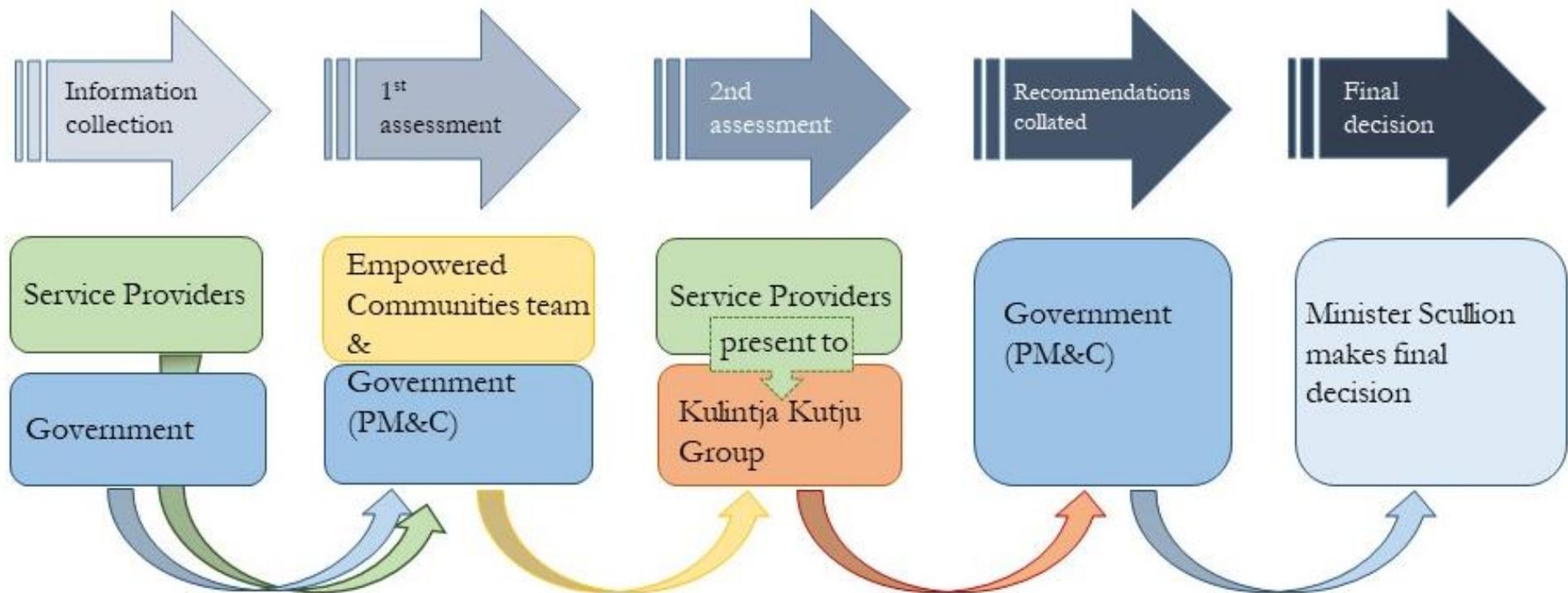
³⁸ This study was not on programs in the NPY region, but we can assume the social return on investment may be similar to these NT based programs.

³⁹ CAYLUS & Nous N.D. Investing in the Future: The impact of youth programs in remote central Australia: a Social Return on Investment (SROI) analysis": 2.

⁴⁰ Department of Prime Minister and Cabinet, "NPY Lands Empowered Communities Region: Regional Profile – Outcomes for Indigenous Australians", p. 18.

⁴¹ Ibid

Appendix 7: NPY Joint decision-making process



Service providers submit a self-assessment on the program being reviewed

Government contract managers submit an overview of the program being reviewed

Each program is assessed by the EC team & contract managers using an assessment tool based on EC principles

Each program is reviewed by a group of:

- Senior Anangu leaders (Directors of EC partner orgs)
- Emerging Anangu leaders
- Anangu Subject Matter Experts

Recommendations from the Kulintja Kutju Group are provided to Government for submitting to the Minister

Appendix 8:

Guiding Principles for EC Joint Decision-Making (between EC leaders and government)

These guiding principles have been developed jointly by PM&C and EC Indigenous partners in the context of our shared commitment to and understanding of the Empowered Communities initiative as Indigenous-led and based on the reform principles of empowerment (including subsidiarity), development and productivity.

Partnership and collaboration

- Cultivate trusting and respectful relationships
- Communicate frankly and honestly
- Maintain clear, open and regular communication to achieve agreed outcomes
- Enable various perspectives and experiences to contribute to formulating a collective view (as no one group/person has all the answers)
- Understand and harness views of Indigenous communities and other stakeholders on the needs, priorities and aspirations in the region

Transparency

- Ensure transparent processes and shared understanding of respective governance arrangements, authority, roles and responsibilities
- Ensure access to relevant information on community needs, aspirations, priorities, existing services and government support
- The partner best positioned to do so will share relevant information
- Maintain clear protocols to manage risks (e.g. conflict of interest).

Innovation and adaptation

- Be open to new ideas
- Be prepared to consider what works, what does not and why, and continually learn and adapt
- Commit to the long-term nature of embedding the Empowered Communities initiative to achieve its outcomes

Common agenda

- Partners' contributions are driven by the common agenda
- Partners commit to put aside/separate individual or sectoral interests to determine and work towards a common goal
- Discussions and negotiations are in good faith, honest, robust and respectful
- Where agreement cannot be reached, transparent escalation mechanisms are used [Note: detail needs to be further developed, including any mechanism for third party mediation]

Accountability

- Be jointly accountable to the communities and other partners for the goals and outcomes of partnership
- Be accountable to each other for delivering on a day-to-day basis on what is agreed and following through on commitments

Decision making is evidence-based

- Use all available evidence to underpin decision-making
- Uphold a shared understanding of what the evidence shows and means