



NORTHERN LAND
COUNCIL

Our Land, Our Sea, Our Life

Community Planning and Development Program

January 2020 - June 2021 Monitoring Report

November 2021



LA TROBE
UNIVERSITY

Copyright © 2021 Northern Land Council:
The publication is copyright. No part may
be reproduced by any process except in
accordance with the provisions of the Copyright
Act 1968.

Author:

Dr Linda Kelly, La Trobe University

Acknowledgements:

The report was prepared by Dr. Linda Kelly
from La Trobe University. It is based on
the methodology outlined in the Northern
Land Council (NLC) Community Planning
and Development (CP&D) Monitoring and
Evaluation Framework 2017 and the Monitoring
and Evaluation Implementation Plan 2018,
also developed by La Trobe University. The
Framework outlines the proposed approach,
methodology, resourcing and timelines,
including: the stages of data collection from
project delivery; participatory measures and
the NLC's internal reflective practice. This
monitoring report is the third produced by the
NLC since the commencement of the CP&D
Program in late 2016. The purpose of the report
is to summarise the outcomes and findings of
the various monitoring and evaluation processes
undertaken throughout the CP&D Program. It
serves as a record of these various processes
and presents a summary of the various ways in
which the program seeks to be accountable to
Aboriginal people.

The NLC acknowledges the contributions
of Council members, in particular Bobby
Wunungmurra, Matthew Shields, and Joy
Cardona, and staff from the CP&D Program
and other Branches including Anthropology,
Regional Development, Legal, Executive
and Project Management. The NLC also
acknowledges the significant contributions
from traditional owners, native title holders and
their representative groups engaged with the
CP&D Program. The NLC acknowledges Charles
Darwin University (CDU) Northern Institute
researchers Michaela Spencer, Michael Christie,
Nyomba Gandanu, Emmanuel Yunupiju and
Gwendoline White whose important work is
reflected in this report.

This report reflects the views of the author and
its contributors. It is not intended to represent
the views of all traditional owners, native title
holders or the views of the NLC Council or staff.

Subjects:

Monitoring and Evaluation
Aboriginal-led development

Suggested Citation:

Northern Land Council (January 2020 – June
2021) Community Planning and Development
Program: 2020 Monitoring Report. Report
prepared by Linda Kelly, La Trobe University,
December 2021

Photographic credits:

Northern Land Council

Contact:

Northern Land Council, Community Planning
and Development Program
Phone: 08 8920 5100
Email: cpd@nlc.org.au

Executive summary

Introduction

This report is the third monitoring report for the Northern Land Council (NLC) Community Planning and Development (CP&D) Program.¹ It covers the progress of the work of the CP&D Program from January 2020 till June 2021.² The previous monitoring reports were established within calendar years, however this report includes an additional 6 months of monitoring data from January – June 2021 to align with financial year reporting.

The monitoring in 2020-21 indicates that Aboriginal people continue to exercise considered and careful governance and control over the management of their resources. The CP&D Program is also demonstrating increased capacity to support Aboriginal governance. However, there are a wide range of other influences which undermine Aboriginal people's control over their own development. The NLC needs to ensure a whole of organisation approach to increasing Aboriginal control over their own social, cultural and economic development.

The number of projects able to be completed in 2020-21 was more limited than in previous years, largely due to COVID-19 restrictions. Nonetheless, across all locations Aboriginal people report a high degree of satisfaction with the projects that they have chosen and the outcomes from that work. Similar to previous years, there is a strong focus across the projects on maintaining language and culture. There is also a strong interest in supporting positive youth engagement and diversionary programs.

The monitoring and evaluation undertaken in 2020-21 has demonstrated the value of different approaches to data collection and analysis. The work by the Charles Darwin University (CDU) Northern Institute through their 'Ground Up' monitoring and evaluation approach has been particularly useful in increasing Aboriginal people's participation in monitoring. This focus on Aboriginal voice should be a feature of further future program monitoring.

Findings against program objectives:

Objective One: Strengthen Aboriginal capacity, control, and group cohesion, particularly through the management of their money.

Notwithstanding the limitations on meetings and consultations caused by COVID-19, the monitoring in 2020-21 indicates that Aboriginal people continue to exercise considered and careful governance and control over the management of their resources.

Across the eighteen groups engaged in the program, including the eight new groups included in 2020-21, there are a variety of processes used to govern decision-making, but all appear to be improving and consolidating. The consistent support through CP&D appears to be building capacity and confidence in the various traditional owners and native title holder groups. In most locations there are reports that Aboriginal people appreciate the approach and the support of CP&D, and recognise the value that they bring through their regular and thoughtful engagement.

A feature of 2020-21 has been the increased reference to and utilisation of Aboriginal corporations to implement projects with Aboriginal people's money. This has emerged in different ways in the various locations, but there is increasing overlap between Aboriginal corporations and the work of CP&D, as they both seek to support Aboriginal led development. Going forward, the NLC should consider its overall approach and framework for engaging with these corporations, including the opportunities to build their governance and management capacity.

The experience of some traditional owner groups indicates that while Aboriginal capability to govern their own resources is generally well developed, the way in which external groups

¹ Annex Three of this report lists the recommendations from the first baseline report and the subsequent action undertaken against each recommendation.

² January 2020 to June 2021 will be referred to as 2020-21.

interact with traditional owners can undermine or distract from Aboriginal people's opportunity and capacity to manage their own resources. CP&D, together with NLC more broadly should consider if its strategies to support Aboriginal led development are sufficient in light of these other influences.

Objective Two: Achieve social, cultural, environmental, and economic outcomes that Aboriginal people want, value and benefit from.

While the number of projects able to be completed in 2020-21 was more limited, across all locations Aboriginal people report a high degree of satisfaction with the projects that they have chosen and the outcomes from that work.

Similar to previous years, there is a strong focus across the projects on maintaining and communicating Aboriginal people's culture. There is also a strong focus on supporting young people, both providing them with connection and understanding of culture and providing support for them to navigate external challenges such as the western legal system.

The delays caused by COVID-19 have led to frustration for several groups in 2020-21. CP&D staff report that as a consequence there are now big expectations and plans for what is able to be achieved in 2021-22. Notably this may impact the workload for CP&D staff.

2020-21 has identified some project management challenges for CP&D. For example the management of small-scale infrastructure projects requires a degree of specialist technical expertise, which most project officers do not possess. It is important for CP&D staff to build stronger skills in project feasibility assessment and project management generally, as well as to have clear processes for engaging more specialised expertise at the planning stage for more technical projects. Project managing contractors, particularly when running behind schedules, is another area where CP&D staff require more confidence, for example in asserting contractual rights. There is a need for a culture shift to hold contractors accountable in a more rigorous fashion.

The new groups included in 2020-21 are a positive sign of the way in which more Aboriginal people are understanding and supporting the CP&D approach. At the same time an expanded number of groups requires attention to workloads to ensure that good consistent relationships are maintained. Including groups with relatively small amounts of funding for community benefit also raises some challenges around expectations and being able to support groups to achieve some of their aspirations perhaps across a longer timeframe. This in turn may require some thoughtful modification of the CP&D approach, particularly in terms of advocacy support to gain additional resources for groups with limited funds.

Objective Three: Document, monitor and evaluate the work to make sure it is on track in delivering outcomes valued by Aboriginal people.

The monitoring and evaluation undertaken in 2020-21 demonstrates the potential value of different approaches to data collection and analysis.

The work by CDU through their 'Ground Up' monitoring approach has been particularly useful in increasing Aboriginal people's voices in the monitoring for CP&D. The wellbeing survey undertaken in Legune, together with ongoing discussions in that location with native title holders, has demonstrated the value of providing Aboriginal people with different tools to describe and assess their situation.

At the same time, there have been challenges in ensuring Aboriginal people's voices are consistently heard throughout the monitoring process. It has also been challenging to engage council members in the evaluation process. In the small number of situations where this has been possible the contributions have been high quality and valuable. Logistical constraints with the majority of council members being located across a vast area in remote regions, makes it difficult for the Monitoring and Evaluation Project Officer to manage from Darwin, with

limited resources to travel. More time to plan for this is needed with the support of project officers.

Going forward it will be very important in 2021-22 to consolidate the various monitoring approaches and establish a methodology which is suitable to ensure accountability to Aboriginal people, provide learning and opportunity for program improvement. In particular:

- **To help participating groups** assess how they are tracking with their projects and reaching their own goals. This includes: understanding the outcomes of community projects and their value for Aboriginal people; providing the opportunity for groups to identify additional monitoring criteria embedded with traditional and local values; and strengthening quantitative data collection.
- **Enable NLC to assess the performance of CP&D** against its Program objectives.
- Support participating groups to make **strong and informed plans and decisions for the future.**

Objective Four: Show governments and other organisations how they can better support Aboriginal-led planning and development.

CP&D have undertaken some work in this area in 2020-21. As outlined in the Communication section of this report, CP&D meet annually with funding agencies to report on community development work.

For most high level policy issues, CP&D staff members feed in views from the groups participating in the Program to the NLC's policy and executive branches (which have a clear advocacy function and frequently engage with government) and to the NLC's Executive Council. Given the need to address the many influences which do not necessarily support Aboriginal led development in the Northern Territory (NT), including some government services, it is important that CP&D continues to engage with and inform the discussion on policy issues. In terms of community-specific issues, CP&D does not yet have a consistent approach to

engagement with local National Indigenous Australians Agency (NIAA) representatives and other local decision making authorities.

CP&D branch might explore more avenues to strengthen this level of engagement. There is also scope to more actively assist participating groups to identify their local needs and to develop the skills and confidence to advocate for them directly.

Recommendations

Note: Progress against recommendations in the 2019 report is outlined in Annex One.

1. The NLC to promote a more strategic and consistent approach across all areas of the organisation to increase Aboriginal-led social, cultural and economic development. In 2021-22 and beyond, this should include particular attention to:

- Engagement with Aboriginal Corporations.
- Consideration of the influences and issues that undermine Aboriginal-led development and the ways in which NLC is able to work to counter these influences.

2. The NLC to provide the CP&D Program adequate resourcing to deliver high-quality projects, engagement and the capacity to expand the reach of the Program. In particular:

- Striking the right balance between providing high quality services to participating groups and ensuring efficiency and equity in the distribution of Program resourcing with the aim of increasing participation in a sustainable manner. This requires particular attention when working with groups who are geographically spread out and thus resource intensive.
- Ensuring greater equity in terms of participation in the Program and, where possible, engaging with groups with more limited financial resources.
- Providing training and skills development to increase the quality of project management services provided by CP&D staff members and the ability of staff members to impart those skills with participating groups.

- Reviewing the Program's approach to feasibility, particularly in respect of more ambitious or expensive projects (incorporation projects, infrastructure projects) to ensure adequate resources, pre-planning, risk-management and specialist expertise prior to commencement. Stronger feasibility processes will mitigate the risk that groups invest their resources in areas where other service providers should be stepping up, in which case advocacy, rather than investment, might be required. It also mitigates the risk that groups embark on projects for which they do not have adequate long-term resourcing. In cases where a project has strong feasibility but the group lacks sufficient resources, the NLC and groups might consider options to leverage additional funding.
- Strengthening advocacy processes, including developing groups' capacity to identify and advocate on their own needs with local decision-making authorities, as well as ways to ensure that needs and priorities shared across participating groups are used to inform broader NLC policy positions and government advocacy positions.

3. The NLC should improve its CP&D Program tools to empower Aboriginal participants and potential participants in the program by enabling more informed planning and decision-making processes. In line with the outcomes achieved in 2020-21, this should include:

- Creating tools and communication strategies that engage groups more meaningfully in planning and project management processes.

- Maintaining regular contact with people in project locations to ensure participants are informed and have the opportunity to have meaningful participation in project management.
 - Continuing to utilise social media and other forms that are accessible to Aboriginal people to recognise and celebrate the achievements of participating groups and so that participating groups can demonstrate to their communities how their decision-making is in line with important cultural priorities and practices.
 - Creating opportunities for traditional owners to speak about their achievements and the projects they support to new groups, including further opportunities to learn from the experience of other groups, such as exchange project site visits.
 - Developing a process and set of tools when working with groups to help groups explain and visualize their priorities and define their community/ places of significance. These tools will also assist the NLC to understand more about each group's identity, their goals as well as where and how they like to work.
- 4. NLC CP&D monitoring and evaluation should continue to develop, building on the lessons now emerging from the various approaches trialed through 2019, 2020 and 2021. In particular, the CP&D framework should pay attention to:**
- Increasing Program accountability to Aboriginal participants by reporting back on how the Program is addressing performance as per their feedback.
 - Creating opportunities for Aboriginal people to share their assessment of the Program and participate in the analysis of monitoring outcomes.
 - Ensuring a consistent approach with collecting quantitative data on key project objectives as identified by participating groups.



Contents

1. Introduction	10
2. NLC Community Planning and Development	10
2.1 Overview	10
2.2 Progress to date	12
3. CP&D Monitoring and Evaluation	14
4. Findings	15
4.1 Daly River	16
4.2 Gapuwiyak	21
4.3 Galiwin'ku	26
4.4 Ngukurr	32
4.5 South East Arnhem Land Indigenous Protected Area (SEAL IPA)	35
4.6 Legune	38
4.7 Wadeye	41
4.8 Palumpa	44
4.9 New Group Engagements	47
4.10 Communications	48
5. Discussion	51
6. Recommendations	53
Annexes	56
Annex One: 2018 and 2019 recommendations and actions	62
Annex Two: CP&D Process	

Acronyms

ALFA	Arnhem Land Fire Abatement Ltd.
ALRA	Aboriginal Land Rights Act (NT)
CDU	Charles Darwin University
CP&D	Community Planning and Development
ILUA	Indigenous Land Use Agreement
IPA	Indigenous Protected Area
M&E	Monitoring and Evaluation
NAAJA	North Australian Aboriginal Justice Agency
NLC	Northern Land Council
ORIC	Office of the Register for Indigenous Corporations
s19	Section 19
SEALFA	South East Arnhem Land IPA Fire Abatement Project

Glossary

Balanda	European, non-Yolngu person, white person
Yolngu/ Yolnu	Person, human, Aboriginal, the Yolngu people of Northeast Arnhem Land

1. Introduction

The Northern Land Council (NLC) is an independent Commonwealth authority, with statutory responsibilities under the Aboriginal Land Rights Act (NT) 1976 (ALRA) and the Native Title Act 1993. The NLC assists Aboriginal people in the Top End of the Northern Territory to acquire and manage their traditional lands, waters and seas. The NLC also supports Aboriginal people to realise the social, cultural, environmental and economic benefits that can flow from regaining land rights.

In 2016, the Full Council of the NLC set a strategic direction to establish a Community Planning and Development (CP&D) Program to help Aboriginal people plan and manage projects using their own resources. The CP&D Program is intended to work with Aboriginal land owner groups to support them in using their money from land-use agreements, such as royalties or lease money, to undertake projects that create lasting community benefit.

In 2018, the CP&D Program established a monitoring and evaluation system for the Program. Based on this approach, a monitoring report was produced in 2019 that covered the progress of the work from 2016 till December 2018 and a second monitoring report in 2020, covering January till December 2019. This document is the third monitoring report and covers the progress of the work of the CP&D Program from January 2020 till June 2021.

2. NLC CP&D Program

Overview

The NLC has a core commitment to help increase Aboriginal peoples' control of their traditional lands, waters and seas. In August 2015 the NLC commissioned independent research to identify the views of Aboriginal constituents regarding the adoption of a developmental approach for lease monies and other resources for the specific purposes of deriving economic, social and cultural benefits.

The subsequent report made several recommendations for the NLC to consider before it implemented a community development approach.³ These recommendations identified that two core changes were required for the community development approach to be successfully implemented with traditional owners in the Northern Territory. The first was cultural change among lease payment recipients, to shift deeply embedded expectations that those recipients should benefit directly from payments in the form of personal distributions. The second change was within the NLC, requiring a commitment to shift from long established processes around royalty and lease payments to accommodate a community development approach.

Beyond these recommendations, the report suggested the NLC would need to focus on building the capacity of groups and communities to plan and manage their money for shared social, economic and cultural benefits. Further, the NLC would need to collaboratively develop and communicate the key principles and methodology of community development externally and within the NLC, in order to underpin a shift in understanding and commitment to this approach.

Significantly, the report identified the need for a 'whole of NLC' approach where a community development section would work closely with other branches including Anthropology, Regional Development and Legal, to ensure a consistent message for external groups.

Based on this report, in 2016 the Full Council of the NLC set a strategic direction to establish a CP&D Program and endorsed a Community Planning and Development Framework 2016-20 to assist Aboriginal people plan and manage projects using their own income.

³ Martin, D. King, E. (2015) 'Scoping for the establishment of a Community Development approach for the Northern Land Council', report to the Chief Executive Officer, Northern Land Council, November.

The CP&D Program Goal and Objectives

Goal: Healthy, resilient and engaged Aboriginal people, groups and communities that are strong in language, culture, connection to country, health, education and employment.

Objective one: Strengthen Aboriginal capacity, control and group cohesion, particularly through the management of their money.

Objective two: Achieve social, cultural, environmental and economic outcomes Aboriginal people want, value and benefit from.

Objective three: Document, monitor and evaluate the work to make sure it is on track in delivering outcomes valued by Aboriginal people.

Objective four: Show governments and other organisations the value of Aboriginal-led planning and development and how they can support it.

The CP&D Program's approach to change builds on established theory around community development in Australia and beyond.⁴ For the NLC, community development is a practice of enabling and supporting groups and communities to work together and drive their own development. The core approach is based on the understanding that when Aboriginal groups solve problems, using their own knowledge and ideas about what is important, the benefits are greater and more long-lasting.

Applied to the situation of Aboriginal people living in remote and rural Australia, the approach proposes that the exclusion and lack of ownership of Aboriginal people in planning and projects which affect them has led to disempowerment, and poor outcomes. The CP&D Program supports Aboriginal people to create their own vision for a better community and to identify projects and ways to achieve that vision. In most cases they do so, using their own money and resources.

The CP&D Program assists groups by identifying key stakeholders, developing partnerships, advocating for co-funding and overseeing the implementation of projects drawing on local and external resources.

To date money used for community projects is from several sources. Some of these agreements require that funds are used for community benefit purposes. However in other cases the agreements do not set out in detail how financial benefits should be distributed. For this reason the choices available to groups largely depend on the options put in front of them by the NLC.

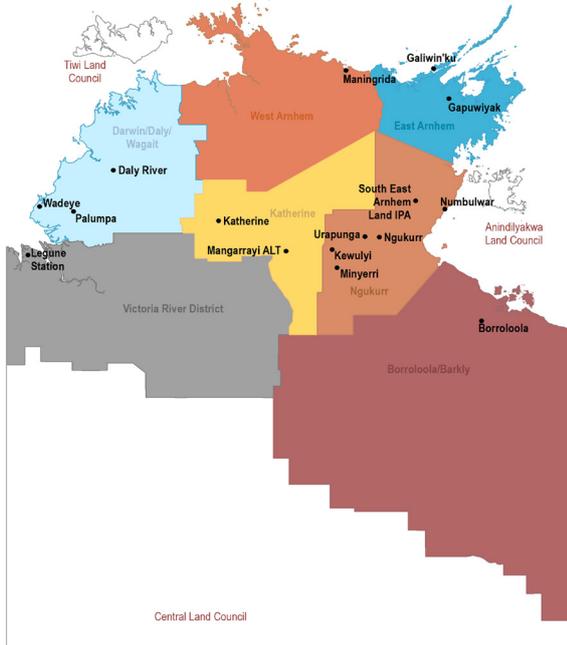
The CP&D Program follows an 8-step process to support Aboriginal people to engage in planning and development of their community projects (see Annex Two). In general, the 8-steps are progressed over a number of meetings with groups. Initial meetings are held with the wider group and/or family groups, who determine the approach going forward, such as using smaller working groups to develop community based project ideas. Decisions include prioritising projects, budgeting income against projects, engaging third party partners to undertake the project and monitoring delivery of projects. To facilitate this approach, a range of visual communication tools are used to assist in establishing Aboriginal groups' governance of projects, raising awareness and planning ideas, and building capacity in formulating and delivering community projects. There is a cycle of accountability for project outcomes built into the process. Local newsletters documenting key outcomes of meetings are presented back to groups at each meeting. Broader outcomes from the Program are presented back to the Regional and Full Council periodically, as well as in NLC publications including the NLC Annual Report, CP&D biannual Newsletter, the Land Rights News, on internet webpages and social media. This CP&D Monitoring and Evaluation Report captures a summary of project outcomes as well as providing information about these and other monitoring processes.

⁴ Wesley-Esquimaux, C. & Calliou, B. (2010) Best Practices in Aboriginal Community Development: A Literature Review and Wise Practices Approach, The Banff Centre.

Progress to date

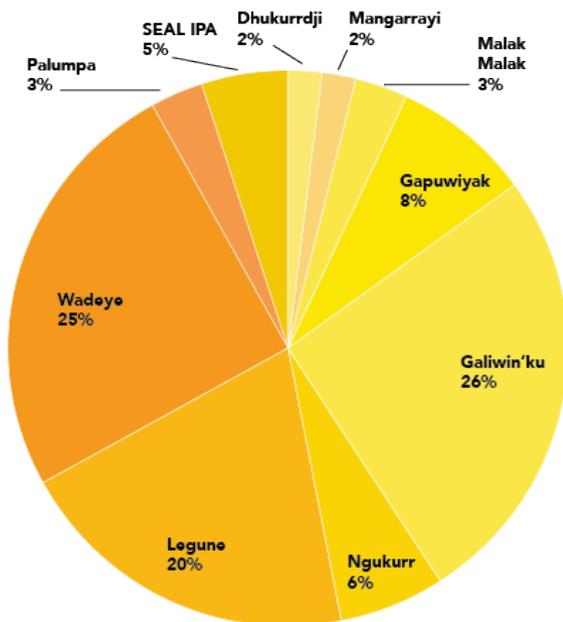
Since beginning in 2016, the CP&D Program has worked with 18 traditional owner groups.

Fig 1. CP&D Project Locations at June 2021



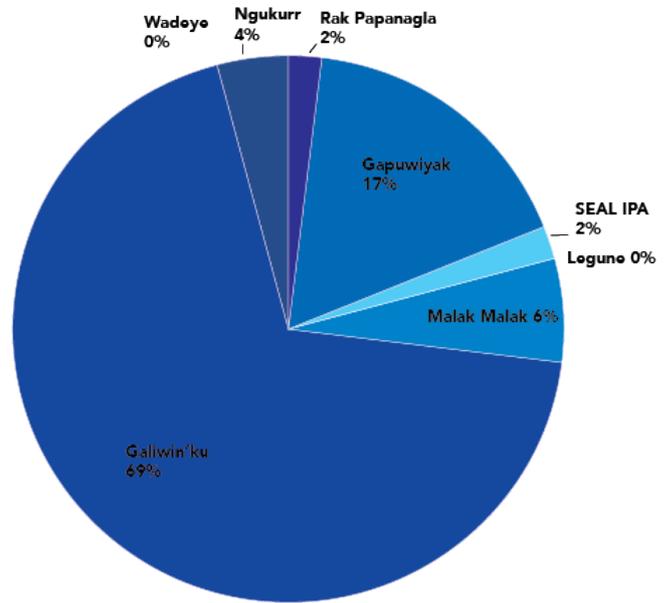
As at June 2021, across these locations Aboriginal people have committed approximately \$8.6 million towards community benefit.⁵

Fig 2. % of total traditional owner funds committed, by location as at June 2021



From January 2020 to June 2021, approximately \$1.7 million was spent on project implementation.

Fig 3. Percentage of Funds Spent by Location from January 2020 to June 2021

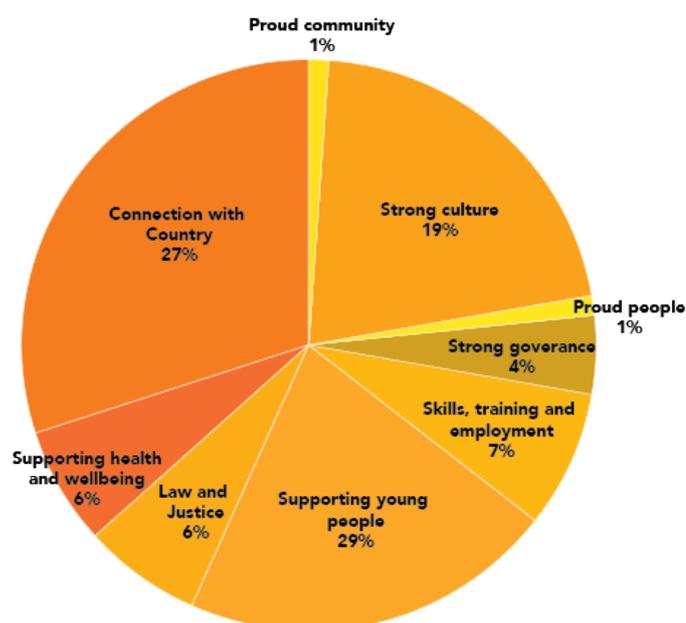


Overall, the CP&D Program had 33 projects in various stages of completion by the end of June 2021, compared to 29 in 2019.

Aboriginal people chose to spend their money across a wide range of project types. In 2020-21, the largest percentage of funds spent in that period (29%) was directed to supporting young people and connection with country (27%). This contrasts to 2019 where 33% of funds were used for language and culture projects, and 22% for governance projects.

⁵ This includes future known income for two locations.

Fig 4. Project Type by Percentage of Funds Spent at June 2021



While COVID-19 restrictions limited some of the direct interactions between the NLC and traditional owner groups, CP&D staff still undertook a number of meetings with traditional owners and associated working groups. This was to assist their development of ideas, identification of projects, their choices around project partners and then their ongoing management and assessment of the projects.

As indicated in Table 1, CP&D staff undertook 70 meetings in January 2020 to June 2021, at multiple locations, to facilitate planning and project management, with the majority of those meetings taking place in the second half of 2020 and in 2021 as travel restrictions lifted.

Table 1. CP&D meetings in Jan 2020 to June 2021

	Jan-Jun 2020	Jul-Dec 2020	Jan-Jun 2021
Number of informal meetings	5	16	7
Number of working/governance group meetings	0	8	5
Number of traditional owner meetings	0	13	16
TOTAL number of meetings	5	37	28
	Jan-Jun 2020	Jul-Dec 2020	Jan-Jun 2021
Number of traditional owners consulted	28	493	65
Number of other attendees	3	47	12
TOTAL number of people consulted	31	540	77

3. CP&D Monitoring and Evaluation

Approaches and objectives

NLC have determined that there are three different reasons for the monitoring within the CP&D Program, including to:

- Help participating groups assess how they are tracking with their projects and reaching their own goals. This includes understanding the outcomes of community projects and their value for Aboriginal people and providing the opportunity for groups to identify additional monitoring criteria embedded with traditional and local values.
- Support participating groups to make strong and informed plans and decisions for the future. This includes providing information about progress towards community aspirations and community well-being.
- Enable NLC to assess its performance in facilitating CP&D as per the Program objectives that were adopted by Full Council.

In August 2018, the CP&D Program developed an implementation plan for ongoing monitoring and evaluation of its work.⁶ The plan builds on the 2017 CP&D monitoring and evaluation framework drawing from a 'critical' approach to understanding and supporting change.⁷

A critical approach seeks to understand not only what has happened but why it has happened. And beyond this, to ask, **how things could be further improved**. For the CP&D Program this means systems which will enable all stakeholders, including Aboriginal people, program staff managing the CP&D program and the NLC more broadly (including other Branches and Council members), to understand what has been achieved, the value of these achievements and implications for future action.

In that sense it is the process of monitoring, analysis and developing recommendations which is important rather than the production of documents and reports. This report draws together the information used for those processes to address the objectives as above.

Data Collection

In 2020-21 data collection was undertaken in three ways. CP&D officers used a standard project reporting template to track significant points of change through the project locations. This reporting was combined with some additional information, mainly CP&D staff reflection sessions and project partner reports, to provide an overview of activity and change in all locations.

In addition, for three sites, Galiwin'ku, Gapuwiyak and Daly River, the Northern Institute at CDU worked with traditional owners to undertake a 'Ground Up' monitoring and evaluation approach.⁸ This provided more in-depth and extensive monitoring of those sites, particularly from an Aboriginal perspective.

For another site, Legune, various activities were undertaken to begin a wider assessment of community wellbeing. The aim of this approach to monitoring is to inform Aboriginal people about changes in their well-being and thus better position them to make decision about their priorities and about projects they are currently funding or might chose to fund. It complements the other approaches to monitoring outlined above. Making use of the Mayi Kuwayu survey⁹ 28 people, mostly women (88%) from the DjarranDjarrany clan, participated in this data collection methodology.

⁶ Kelly, L. (2018) Northern Land Council Community Planning and Development Program Monitoring and Evaluation Implementation Plan. August. Internal.

⁷ Kelly, L. (2017) Northern Land Council Community Planning and Development Program Monitoring and Evaluation Framework. October. Internal.

Data Analysis

The data collected from these various sources was analysed through several processes.

- Monitoring data collected by program officers was used as a basis for staff reflection and staff monitoring reports, with initial conclusions and analysis recorded in those documents. In some few cases some reflection and analysis from Aboriginal people was also recorded within those documents.
- The data collected through the Ground Up methodology was analysed through an interactive process between local researchers, staff at CDU and the NLC. The conclusions from that analysis were shared back with the people in those locations, enabling them to check and correct the interpretation of the information.
- For the Mayi Kuwayu survey, the results were returned to Australian National University, where they were collated and then compared against national level survey results. A summary of this comparison was shared by CP&D staff with the original informants using visual and interactive communications. This supported that group of Aboriginal people to add additional commentary and further interpretation about the meaning of the results.

All of the initial data, together with the various analysis and interpretations contributed by different groups, was then collated by an independent consultant. This collated set of findings and analyses were shared for further consideration by NLC staff, from CP&D and other Branches in the organisation. In addition, some feedback and analysis was provided by a small number of NLC Council members.

The aim of this final process was to engage NLC (ideally staff and Council members), in 'making sense' of the findings, supporting them to consider the implications for the CP&D Program and for NLC, and for them to develop relevant recommendations. An additional six months of data was collected to align the report with the financial year. For this reason, the additional monitoring data from January – June 2021 was not subject to the same process of analysis and interpretation as the previous 12 months' worth of data. The next financial year's report will ensure a more consistent process.

Reporting

All of the monitoring data collected for the CP&D Program is contained in documents and reports held by NLC. This document summarises the collated data and initial analysis as presented to NLC. It also summarises the 'sense making' discussions or analysis of that information against the program objectives. Finally it presents the recommendations developed by NLC based on that final analysis process.

4. Findings

The following section reports on each participating group, including some background to the group's participation, the group aspirations and priorities, and a summary of the group's projects. It summarises the findings and available analysis about the delivery of those projects against the two major CP&D Program objectives, namely, to enable:

- Aboriginal capacity, control and group cohesion; and
- Value and benefits for Aboriginal people.

The section also includes information about eight new groups participating in the CP&D Program.

⁸ 'Ground Up research and evaluation methods take seriously at the outset, the authority and sovereignty of Aboriginal knowledge authorities and elders and their various places, and work collaboratively with them to design, undertake and evaluate research and service delivery from the ground up. At each site local researchers were engaged and supported to negotiate understandings and practices of monitoring and evaluation with the clan elders who supervise the community development projects on their communities.' (Spencer, M. & Christie, M. (2019) 'NLC Community Planning and Development project, Ground Up Monitoring and Evaluation', interim Report December, Charles Darwin University, p 6).

⁹ The Mayi Kuwayu survey is a national study of Aboriginal and Torres Strait Islander well-being designed with Aboriginal people to understand the relationship between culture health and well-being outcomes. The study is being applied with Aboriginal communities across Australia as a longitudinal study across a wide range of dimensions.



Background

Traditional owners for the Malak Malak Land Trust primarily live in Wooliana and Nauyiu community in the Daly River area, as well as at Bagot and 15 Mile town camp in Darwin. In November 2016 Malak Malak traditional owners agreed to plan and implement community projects. Since that time they have committed \$266,271 towards community development projects, with \$135,168 spent on projects till June 2021 (see Table 2).

Priorities and Aspirations

The group has a small number of elderly, senior traditional owners and holds some concern for the limited number of traditional owners coming through in the next generation who are living on country or hold cultural knowledge of country. Working through the CP&D Program, Malak Malak traditional owners have maintained their priority for projects to support their language, culture and passing down traditional knowledge to the next generation.

Table 2. Malak Malak Community Projects

Project	Project spend 2016 - Dec 2019	Project spend Jan 2020- June 21	Project Objective	Description	Project Status
Culture camps for youth	\$47,508	-	Strong Culture	Increase cultural Knowledge for young people by learning from elders	Ongoing
Funeral project	\$6,260	\$23,493	Strong Culture	Supporting funeral ceremonies for Malak Malak traditional owners and extended families	Ongoing
Installation of three interpretive signs	\$25,106	-	Proud People	Sharing information with visitors and local people to raise awareness about Malak Malak	Completed
Malak Malak language mobile phone application	\$9,184	\$20,664	Strong Culture	Help preserve and revitalise Malak Malak language	App completed Maintenance - on-going
Attendance at 2019 PULiiMA Indigenous Language and Technology conference	\$2,290.91	-	Strong Culture		Completed
AGM logistics support for Maddingya Aboriginal Corporation	-	\$363	Strong Governance	Strengthen governance and traditional owner participation via their own corporation.	Ongoing

Between January 2020 to June 2021, Malak Malak have continued to focus on supporting language and culture. This included a proposal for a cultural centre. The idea for a culture centre had been raised previously in the Caring for Country, Malak Malak Rangers Healthy Country Plan. In 2020-21 there was considerable discussion about the idea and the purpose of having such a centre. A proposal to split funding between CP&D and the Ranger group progressed during the year. Working group members have been strongly involved in ensuring the underlying arrangements for the centre are appropriate. Given the proposed land site is owned by NLC, the group have worked with advice to ensure that potential areas for dispute or difference in the future are addressed and agreements clear between the Traditional Owners and the NLC.

The second project idea was a talking dictionary in order to record the few remaining language speakers of Malak Malak so that a large database of the spoken language remained for the future. Grant applications have been made to the Australian Institute of Aboriginal and Torres Strait Islander Studies and Indigenous Languages and Arts Program to progress this second project but have so far been unsuccessful.

In 2020 Malak Malak traditional owners finalised their Malak Malak Language App including a 10 year maintenance plan. Under the maintenance plan, traditional owners have the option to update the app, change the spelling of words and to upload photos. Culture camps for young people were also held during 2020 using funds allocated in 2019.

Alongside the focus on language and culture, in June 2021 the working group identified additional priorities, focused on the local Aboriginal Corporation. These included capacity building for the Board members of the Corporation and growing the Corporation itself in terms of assets, funding and infrastructure.

In 2020 Malak Malak was selected for the expansion of the CDU Ground Up monitoring and evaluation, although activities were limited due to COVID-19 restrictions. CDU introduced the group to the idea of local researchers and began to work with CDU towards the end of 2020. Local researchers listened to local stories and the significance of community project work.

Significantly the Malak Malak Working Group used this increased focus on monitoring and evaluation as the opportunity to further develop the emphasis on language and culture retention, including gathering stories to be stored in the proposed cultural centre. This led to some blurring between collecting and telling stories for monitoring and evaluation and collecting stories to be part of the material for the proposed centre. As set out in the Ground Up monitoring report,¹⁰ many Malak Malak traditional owners believe that collecting all the stories that connect with the past is crucial to the success of their projects:

We need to go from the ground, get the foundations right.

There are people from the stolen generation and there are people who have not learnt culture because the old people had serious punishments for passing these things on. The knowledge is all around – the place is our library, our archive.

It's important for the CDU work to be part of the building of the culture centre. Mentoring Gwen, and perhaps others, is a good part of that. Uncle Kunbuk at Belyuen, he has good stories to tell. It's a long time since he has been here. [That work is] part of collecting stories for the Culture Centre. Problem is that there are not many people left to tell stories.¹²

CDU interpretations have recognised the significance of stories, especially from elders. The NLC will investigate what these stories mean for the CP&D Program with Malak Malak traditional owners.

Aboriginal capacity, control and group cohesion

In previous years the Malak Malak Working Group described in program officer reports as cohesive and clear in their decision-making. The performance of the working group throughout 2020-21 indicates that this description remains accurate. There are several examples where the working group have asked for information and engaged carefully in the details of projects before making decisions about next steps and further funding.

In 2020-21 the group hosted a visit from the Warlpiri Education and Training Trust (WETT) Advisory Committee.¹¹ The visit provided the opportunity to exchange experience and project examples between the two Aboriginal working groups. The visit helped to affirm the value of the Malak Malak projects, as they underpinned the focus on maintaining and supporting connection with Malak Malak language, land and culture.

¹⁰ Spencer, M. Christie, M (2020) Northern Land Council Community Planning and Development Program: Ground Up Monitoring and Evaluation, Interim Report, Northern Institute, Charles Darwin University, December (CDU Report) pg 35

¹¹ The Warlpiri Education and Training Trust (WETT) project started in 2005. This project utilises Aboriginal royalties to support education and training initiatives in the Tanami region, across the four communities of Yuendumu, Lajamanu, Willowra and Nyirripi. 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.

¹² CDU Report pg. 35

CP&D staff presented details about the projects managed by the working group at the NLC regional council meeting. Feedback for the working group members indicated they were very happy to have their work publicly acknowledged.

Notwithstanding this strong group cohesion it was noted in the report from CDU that family connections are foundational for people living in this area, and that there is the potential for them to create ongoing tensions which risks interfering with community development decision-making and planning.

CP&D reports note that there are many other issues which consume people's time and attention beyond the projects and the working group. It is important to acknowledge that working group members have to also manage their other responsibilities.

NLC performance: Supporting Aboriginal capacity, control and group cohesion

There is some cross over between the CP&D work and other NLC engagement with Malak Malak traditional owners. For example, there is an alignment between the CP&D work and the work undertaken by the Malak Malak Rangers. It is likely that the proposed culture centre will be jointly funded with the Ranger program, and Malak Malak project money is used for the youth culture camps operated by the Ranger group.

However the intersection between CP&D and other NLC work in this location is not always coherent. For example, a land use agreement income distribution meeting in November 2020, saw a strong focus brought to the meeting by other NLC Branches on individual distribution versus distribution for community benefit. This was despite the enthusiastic Malak Malak support for the proposed projects and seems to run contrary to the preparation and thoughtful planning by the working group. In part it appears to be due to a difference between age groups, with older people more likely to support distribution for the group benefit but the report also suggests that it appears due to ongoing differences in approach between NLC branches.

Traditional owners report that they are happy with the CP&D work and see them as doing all that has been asked of them. The feedback indicates that the traditional owners appreciate the approach of CP&D and that the engagement between traditional owners and CP&D personnel has been robust but productive.

Social, cultural, environmental, and economic outcomes

The Malak Malak working group clearly sees some urgency around recording the knowledge, language and stories of the old people and have focused their project funding around these areas. They have a strong emphasis upon preserving and promoting language and culture in their project focus.

Culture camps for youth

Objective: Increase cultural knowledge for young people by learning from elders

Malak Malak traditional owners reported that the culture camp held in September 2020 had engaged young people and served the purpose of providing a connection between them and elders. People felt the process working with Rangers was effective although they identified some areas for further improvement: the scheduling of the culture camps and having more time to plan the trip, including additional activities for the trip.

Funeral project

Objective: Supporting funeral ceremonies for Malak Malak traditional owners and extended families

Considerable discussion was had throughout the 18 months about the funeral fund, particularly in terms of the amounts available for different 'options' and the way in which funds should be governed and distributed. Clearly the fund is important to people. The issues were eventually resolved and the fund was consolidated.

Installation of three project signs

Objective: Sharing information with visitors and local people to raise awareness about Malak Malak

According to CP&D reports the installation of interpretive signs has brought the traditional owner group together.

Malak Malak language mobile phone application

Objective: Help preserve and revitalise Malak Malak language

Malak Malak traditional owners are satisfied with the language app. By October 2020, 33 people had downloaded the app and with the ongoing focus on projects that would capture and retain important stories and cultural artefacts.

We needed to capture the language while the Aunties are still alive, to keep the language and Malak Malak clan strong, and to pass it on to our children. (Malak Malak traditional owner)

This is the first time I've seen our language on websites. I feel really happy, I can listen to it over and over. (Malak Malak traditional owner)

AGM logistics support for Maddingya Aboriginal Corporation

Objective: Strengthen governance and traditional owner participation via their own corporation

The working group have identified their interest in building the capacity of the board members and the overall functionality of the Corporation. The proposal is being taken to the traditional owners for further discussion.

Culture Centre

While no money has been allocated or spent on the culture centre in 2020-21, there was considerable discussion throughout the year on the value of such a centre and the many purposes that it could serve. There appears to have been significant engagement by the working group and others around the importance of this idea. In the end it was decided by the traditional owners that the major purpose is as a keeping place and sharing place. This aligns with the opportunity to store and retain certain stories and artefacts as well as communicate these appropriately to others.





Background

Members of the Gupapuyŋu: Liyalanmirri (Marrkula clan) live in Gapuwiyak, a small community of around 874 people in East Arnhem Land. Some senior clan members live in Gapuwiyak, with some also living in Nhulunbuy, Millingimbi and surrounding Homeland.

Gupapuyŋu had accumulated income from various section 19 land use agreements. The traditional owners sought assistance from the NLC to ensure that this money was appropriately managed for inter-generational benefit.

Gupapuyŋu have allocated \$762,269 to community benefit to date, with \$136,322 spent on projects to the end of June 2021.

Priorities and Aspirations

The Gupapuyŋu traditional owners are very engaged, with a strong united vision around what they want to achieve. Their main focus is on jobs, business development and training. They have a particularly strong vision for their corporation, Milindji Developments. Progress with planning and governance arrangements for the corporation has been a significant outcome.

Milindji is for the next generation. We put our heart, our mind, our vision, our dream for Milindji ... to make Gapuwiyak manymak ['good'], strong for young people and for the future.¹³

¹³ NLC Land Rights News.

Table 3. Gapuwiyak Community Projects

Project	Project spend 2016 - Dec 2019	Project spend Jan 2020- June 21	Project Objective	Description	Project Status
Milindji Development Trust	\$46,410	-	Skills, training and education	Support the creation of jobs for young people through the development of business ventures.	Completed
Milindji Developments Pty Ltd governance support	\$20,400	\$86,379	Strong Governance	Support governance training, setting up businesses and proving employment for young people.	Ongoing
Gapuwiyak Painting Crew	\$100,082	\$48,865	Skills, training and education	Provide employment opportunities for local people in Gapuwiyak	Ongoing
Milindji Logo	\$2,795	\$1,078	Proud people	Strengthen identity and visibility of traditional owners within Gapuwiyak. Promote Milindji profile and activities within Gapuwiyak.	Completed

Gapuwiyak was selected in 2019 as one of the monitoring sites for the CDU Ground Up approach. This was continued throughout 2020 and 2021, largely through the work of the locally engaged researcher.

As noted previously, the CDU monitoring has identified that people in Gapuwiyak value projects that look back to the origin story of Gapuwiyak and also look forward to how the story is been shown and observed by others. This continued to be a strong theme in 2020-21. As discussed in the Ground Up report, the significance of the logo project illustrates this:

That logo belongs to this land. We are the right person. Other Gupapuyŋu, Gaykamaŋu mob they using that other land. When see it they will remember right owner. Larrakitj – hollow log, lots of clan have hollow log, Dhuwa – Yirritja have this. But Bilparr’ that belongs to us.¹⁴

They the person who create the lake Girkirwa and Gurrulan and ours bilparr (bullroarer). I just heard my story from my Dad, dreamtime story.¹⁵

Aboriginal capacity, control and group cohesion

Gupapuyŋu are cohesive and respect the authority of elders. The group are clear about who needs to be consulted over what, with careful respect to the decisions of the elders. At the same time they work to involve younger people in order to grow their skills and the engagement. They have developed clear meeting guidelines and follow these throughout meetings. They have demonstrated in their interactions with the NLC that they will question information and will request time to fully understand information provided to them.

¹⁴ CDU report pg.26.

¹⁵ CDU report pg.26.

We are interested in where does that money go to? NLC will come and want to work with us, we need to know how NLC will be close to Milindji – partnership. Not just NLC in the middle. Their job, look after our land. We need them to bring out [make visible] all monies, show how many every year we get paid royalty money for leases. We need something, like a bank statement, that shows Milindji's share: 2017, 2018, 2019... My concern, how much will go in and out.¹⁶

Significantly, in 2021 CP&D reporting indicates more attention has been given to explaining the 'money story' in collaboration with the NLC Anthropology Branch. This has reportedly better informed people and provided for enhanced discussion and engagement.

Notwithstanding COVID-19 restrictions, the group have been able to continue meeting and planning in 2020-21 (making use of virtual arrangements as required). A local researcher, supervised by CDU, continued to monitor the group's engagement with the CP&D Program throughout 2020-21. This local researcher was supervised by CDU, and gave the Gupapuyŋu an additional avenue to reflect and provide feedback to the NLC.

There have been some challenges in relationships and potential partnerships between the different groups in Gapuwiyak, including between the corporation and other service providers. These have been significant issues for Gupapuyŋu traditional owners to work through. Whilst reflecting on their work, Gupapuyŋu have used their own approaches to work through relationship challenges.

NLC performance: Supporting Aboriginal capacity, control and group cohesion

Feedback received through the CDU monitoring¹⁷ indicates that the traditional owners see the NLC as supportive and well-aligned with the needs of the group.

..... the NLC are very helpful. Have been working with TOs everywhere, show them how the business and where it's going to end up in the future. That's how they help TOs to know that NLC is manymak. Going good because letting Milindji know when coming, meeting, everything Manyamak NLC. got everything, phone, when meeting ring up let all know and come together. Manyamak everything NLC – for any business let know all the people.¹⁸

CP&D reporting in the first six months of 2021 notes the introduction of a new project planning and management tool which has supported the group to better understand and control the management of each project.

Social, cultural, environmental and economic outcomes

The CDU monitoring has identified four themes through which people in Gapuwiyak assess the worth of projects.¹⁹

Evaluative Theme:
Knowing the origins of the land and its peoples in the Milindji area and making the true story visible

¹⁶ CDU report pg.30.

¹⁷ CDU report pg 30.

¹⁸ CDU report pg.30.

¹⁹ CDU report pg.25.

Milindji Development Trust

Objective: Support the creation of jobs for young people through the development of business ventures

Gupapuyŋu traditional owners report a strong satisfaction with the Milindji Corporation because it follows and re-enacts the right arrangements of traditional ownership. The newly completed Milindji Corporation strategic plan also identifies the clear focus that people want to see on jobs, business and training

Milindji Logo

Objective: Strengthen identity and visibility of traditional owners within Gapuwiyak.

The Milindji logo project remains recognised and significant. This is a public way of continually retelling and displaying the origin story of Gapuwiyak.

*Share that logo video with the Art Centre. Make sure they know all that story on the video. Make name visible. True story.*²⁰

Objective: Promote Milindji profile and activities within Gapuwiyak.

According to the monitoring from CP&D, the visibility of the work achieved through community projects is important to Gupapuyŋu traditional owners. They want to be able to see and demonstrate to others through project outputs that they are acting appropriately towards benefit for the whole group.

For this reason the logo has been an important project, despite the small amount of funding allocated to this work. The final revision of the logo is now complete and people are happy with this and confident it tells the right story.

The Milindji Corporation has developed as a formal operational entity, in large part through the mentoring from Matrix on Board.

It is now being recognised as such by government departments such as the Department of Chief Minister, National Indigenous Australians Agency, and the Northern Territory Police, all of whom have requested input from the Corporation to various areas of work. Gupapuyŋu traditional owners are now focused on development and growth of the Corporation, although as noted above CP&D reporting indicates that they expect the business operations of the Corporation will be undertaken by Balanda.

While the traditional owners do want visibility and respect in the community for the work that they are completing, they also recognise the need to engage with other organisations in order that all the activities can be completed. According to CP&D monitoring reports, the traditional owners want to find a middle point where they both lead in the community and support the diversity that other organisations will bring. They have cooperated with other key players in the area and formed various alliances to support new project development.

Milindji Developments Pty Ltd governance support

Objective: Working locally and learning skills in place

The objective for this project is to undertake governance training, to better position the Corporation to support local work and skills development under the control and at the direction of traditional owners. Matrix on Board has supported the Milindji Corporation through 2020-21, offering training for governance and business systems, and supporting the development of the strategic plan. This has ensured the Corporation reflects the visions and intentions of the traditional owners.

*Looking at bright future for grandson and whole family. People have problem, we can help them.*²¹

²⁰ CDU report pg.27.

²¹ CDU report pg.23.

Twenty years in the future, will this corporation be strong business for wān̄a-watān̄u traditional owners? It stays when everything else is changing. Government is changing, in 20 years' time may be no money, no food, no key card. Maybe future all different things. But this if corporation grows bigger, bigger, is it here future after I die for community.²²

There is strong support for the way that this has been provided, including the approach taken by the staff from Matrix.

The reason she [the Matrix consultant] is manymak is when started she had good communication with everything. She is visiting regular/every month. When she has business she comes in. So I'm very proud and thankful for that.²³

At the same time, CP&D reporting in early 2021 notes that the significance of the Milindji Corporation seems in practice to be mostly about recognition and acknowledgement of the group and its authority. It has not been possible to engage any local people to take up roles within the Corporation. Further, the CP&D staff members have identified that the governance structure and corporate form established by the initial project partner, Arnhem Land Progress Association, was relatively complex and expensive to administer. The NLC raised this with the partner and in more recent discussions with traditional owners and has put together some alternative options for their consideration.

Gapuwiyak Painting Crew

Objective: Provide employment opportunities for local people in Gapuwiyak

The painting crew project involves paying casual wages to local Aboriginal Community Development Program (CDP) participants to establish a regular house-painting team in Gapuwiyak. Despite concerns about delays early

in 2020, the Painting Crew project was able to proceed later in the year providing employment for four local people. By June 2021, there were 8 participants working regularly on the painting crew (Wages pay three hours per day, five days per week and 46 hours per year as a 'top up' up CPD).

Traditional owners are committed to ongoing creation of new projects that will produce local benefits, in particular employment and opportunities for young people, but are very concerned that this should be done well and that appropriate time is taken to plan and manage these projects.

Evaluative Theme:
Remembering which things belong to which people

CDU and community researchers have found that ensuring the next generation and outsiders have proper understanding of traditional ownership rights is an important objective for Gupapuȳn̄u traditional owners. This extends to how they approach the planning and management of projects, seeing that the resources belong to the traditional owners and their ownership needs to be respected in all project planning. For example when the NLC gave the group the option to provide funds for activities outside the agreed plan they decided not to do so straightaway to ensure enough time to think about it carefully.

A decision was made to not offer that money yet, because the trust is not like the government. A letter will be sent back and the traditional owner group will discuss this more later.²⁴

This view is important for traditional owner decision-making and will be an important consideration when designing new ideas and new business models. It appears to underpin the governance approach that this group have developed.

²² CDU report pg. 23.

²³ CDU report pg. 27.

²⁴ CDU report pg. 28.



Galiwin'ku

Background

In this location, 10-year Top Shop and Bottom Shop leases were executed in 2006, with a portion of the rent from each lease allocated for 'Community Benefit'.²⁵

At clan-based discussions in June 2017, traditional owners agreed to appoint clan representatives to participate in a working group to decide on use of the Community Benefit funds. Representatives from interested and affected groups were also invited to participate. The use of the CP&D Program to plan and spend funds for community benefit was endorsed by the working group at a meeting in June 2017.

Since 2017 the traditional owners have allocated \$2,354,784 to community benefit, with a total of \$560,688 spent by June 2021.

Priorities and Aspirations

Through the CP&D Program, traditional owners have a strong focus on supporting young people. They want to foster a generation of Galiwin'ku children who are proud recipients of their Yolngu culture and who have respect for their people and land.

Table 4. Galiwin'ku Community Projects

Project	Project spend 2016 - Dec 2019	Project spend Jan 2020- June 21	Project Objective	Description	Project Status
Youth diversion and engagement	\$376,942	\$296,830	Supporting Young People	Young people engaged in sport and recreational activities to help support healthy lives. Young people to avoid formal court proceedings.	First round complete Second round ongoing
Yalu raypirri camp program	\$150,019	\$7,660	Strong Culture	Teaching young people Yolngu culture and discipline	Ongoing
Murrunga Island raypirri camp	\$87,131	\$114,801	Strong Culture	Teaching young people Yolngu culture and discipline	Completed
Galiwin'ku Law and Justice Project	\$102,256	\$59,342	Law and Justice	Support Yolngu going through the Western justice system.	Ongoing
School adventure playground equipment	\$100,000	-	Supporting Young People	Safe play area for school students to support health and wellbeing. Help improve school attendance and engagement.	Completed

Galiwin'ku was selected as a site for the CDU Ground Up monitoring in 2019. This continued in 2020-21, largely through the work of the locally based researcher.

Aboriginal control, capacity and group cohesion

Project reports and meeting reports indicate that there is active engagement in the management of projects. People request information about projects and they are very focused on hearing what has been achieved in identifying specific outcomes from the projects that they fund. People are concerned to know that projects are happening in a Yolngu way for them to be supportive of those projects.

Too many working and not much happening. TOs need to ask questions.....money everywhere but not really support djamakurli (Galiwin'ku traditional owner)

There are ongoing tensions about land ownership that underpin differences between different clans in this area, however people do come together to focus on managing the projects. CP&D have already identified with people that when new leases are negotiated there will need to be discussion around the allocation of money for community benefit.

²⁵ To note: Each lease includes a clause portioning money specifically to 'Community Benefit'.

It is anticipated this may be challenging given the likely diversity of views within this group.

In general the traditional owners continue to invest in projects that provide benefits and focus on achieving outcomes for young people and overall community benefit. CP&D reporting in 2021 indicates there has been unity in the group around the structuring of the raypirri camps. Also in celebrating employment of Yolngu staff in positions most often held by Balanda.

There is interest in discussing new ideas and the CDU monitoring in 2020 highlighted a strong interest in using funds for homeland development (to spend more time on country), young people and law and justice. There is also an ongoing discussion about the definition and meaning of community in this location and the degree to which it is appropriate and useful to traditional owner decision making.

We are always looking to our homelands areas. When organisations are sending Yolngu staff to Darwin for training, what is that for? To learn to be more balanda? Education happens in homelands.²⁴

NLC performance: Supporting Aboriginal capacity, control and group cohesion

According to monitoring by CDU there is clear appreciation of the efforts of the CP&D staff and a strong relationship between them and the traditional owner group.

NLC all good, only thing yaka manymak (not good), one day visit is not enough. Come talk, talk, talk – fly afternoon. Another meeting come talk about same situation and fly. Manyamak (good) if spend 1 week talking and 1 week in the field.²⁵

Show them how TO wants to run because sometimes when they talk and when they go is a confusion, confusing on the traditional owners.²⁶

People in Galiwin'ku are largely satisfied with the CP&D program, but are also interested in how to further develop the work towards better alignment with Yolngu people and places.

Evaluative Theme: Money Story

According to the CDU monitoring, there continues to be some tension around the different streams of funding allocated and the allocation of these funds to people considered by others not to be the rightful owners of lands around Galiwin'ku.

Notwithstanding these wider tensions, people report being satisfied with the way the money story was managed and explained in meetings by NLC.

NLC meetings, they are manymak. Clans turn up to talk about the programs, let everyone know. And it's clear, money side clear.²⁷

Beyond this, according to CDU monitoring, traditional owner groups see the management of funds as a way that they can exert influence around emerging relationships in the community. This is related to ensuring good relationships among organisations in Galiwin'ku. The overall balance and movement of funding within the community is understood as helping to ensure this harmony.

²⁴ CDU report pg.13.

²⁵ CDU report pg.17.

²⁶ CDU report pg.17.

²⁷ CDU report pg.18.

Social, cultural, environmental and economic outcomes

As noted the CDU monitoring indicates an overall satisfaction with the community development process and the focus on the CD projects. CDU reports identify five themes²⁸ that people in this location use to assess and interpret the value of the community development projects.

Evaluative Theme: Maintaining Yolngu law and ways of raising children

Youth Diversion and Engagement

Objective: Strengthen identity and visibility of traditional owners within Gapuwiyak.

CDU researchers found satisfaction with the youth diversion program. The views about this program appeared to improve throughout 2020. The CP&D reporting identifies that with the restrictions introduced by COVID-19, people were unsure about the value of this project. However with the return of key staff and clarification about how funding is being utilised, people are more positive. In particular, people really value the Yolngu employment (with a Yolngu Youth Sport and Recreation coordinator now employed full time and casual employment of additional Youth Support officers trained over a three year period) and see this is a huge benefit of this particular project.

Project reports point to the value of the funding received for the program. At the same time the reports note the challenges of effective youth diversion given the time taken to receive and be able to act upon referrals. These challenges, together with insufficient Government funding for youth diversion limits the overall effectiveness of the program.

Evaluative Theme: Reinforcing Yolngu people-places

Raypirri camp program (Yalu and Murrunga)

Objective: Teaching young people Yolngu culture and discipline

This is seen most clearly in the questions raised around the right running of the Raypirri camps.²⁹ In early 2020 CP&D monitoring identified that people were frustrated that these camps were not happening, and people were concerned that the money provided to the project might be used for other activities. Significantly, people also expressed concern about the need for the camps to be run on a clan-based model that would better reflect Yolngu principles of *raypirri*.

*[When running raypirri camps]
Painting on body – has to be clan
by clan. Weaving is for anyone,
but body paint it's not general –
clan put this paint, one clan put
that paint.*

*Djungaya when there is
ceremony, put in right place.
Children can feel that. If go to
someone else's land for law, feel
a bit strange.*

*How to do this on someone
else's land? But can ask one clan
to come because connected so
can go one together. Can go
together.*

*Work with Galawarra, but
they have to run it. Wäŋa-
lupthunamirri (have ŋäŋdi here
cleansing ceremony at beach)?
Every Dhuwa ceremony run by
Galawarra because have linkage
with every Dhuwa clan, same
with Yirritja clan, Warramiri here
living with Dhŋgu, Wangurri.³⁰*

²⁸ CDU report pg.13.

²⁹ Camps supporting young people in Galiwin'ku to learn law and discipline under the guidance of Senior Yolngu authorised to teach them.

³⁰ CDU report pg.14.

Dätiwuy here link with ŋaymil clan, other 4 clans. We can link and connect. Gurrutu have ŋama' to link with Birrikli, Gupapuyŋu, Warramiri others. Through same line and family connections from before we grew up. Now not thinking right way. Before all Yirritja clan used to come to one ceremony. Through linkages.³¹

There was significant discussion at CP&D working group meetings about planning camps that are culturally appropriate. CDU researchers note that questions were also being raised about how Yolngu organisational structures or clan corporations might eventually have responsibility for the work rather than external providers. In 2021 discussion continued around different options to enable groups to exercise more control over, or directly undertake, project delivery.

Key thing, living in Galiwin'ku we will have own program instead of looking outside, have our own corporation. Have to show government we can manage rrupiya (money). Do paperwork so can do it, have share on the blue money for raypirri program. I don't know that clan. I have to be role model to community. Can't trespass someone else's clan, can only talk to own. Living in one community but that particular peoples can only talk to their own. NLC know this, but it's not happening.³²

**Evaluative Theme:
Maintaining Yolngu law and ways of raising children.**

Galiwin'ku Law and Justice Project

Objective: Support Yolngu going through the Western justice system. Explore community-led solutions to justice issues.

According to the CDU reporting, people are very satisfied with the law and justice program run by North Australian Aboriginal Justice Agency (NAAJA). This is in line with the CP&D monitoring which reports that the group is very supportive of the project and its continuation.

The meetings are really manymak. We are telling them our opinion and what we feel about it. . If we need to do changes for something it is good that we tell our view and about what we think. We work together understanding each other.

This is Yolngu community and we think different to Balanda – we say what should not be done and this is our community so we make those decisions. Here in Galiwin'ku it is different atmosphere to urban community.³³

Project reporting indicates a range of significant outcomes from this project in 2020. These include work undertaken with clan groups to draft a submission on a new proposed Northern Territory Burials and Cremations Act. The clan submission helped raise public attention and together with the work of other groups, successfully influenced government policy with the bill ultimately withdrawn from Parliament.

Work through this project saw 26 reference letters prepared for Galiwin'ku-based clients in 2020 and a further 8 till June 21. Project reporting indicates that these reference letters helped bring Yolngu voices into the courtroom and increase community involvement in sentencing. As a result more appropriate sentences were achieved for clients by the various lawyers. In several cases people received community based sentences instead of being sent to jail.

³¹ CDU report p14.

³² NAAJA Summary report, 2020 p6.

³³ NAAJA Summary report, 2020 pg.6.

I think that the meetings are manymak. It is a place where we learn both laws and to teach both laws. It is where we learn about legal sentencing and the Judge explains what sentences there are for different crimes.

This is a form of person to person learning from one another. It is a way for Yolngu law and Australian law knowing each other and learning from each other. We learn how to work with Australian law. Australian laws change all the time, Yolngu law existed a long time before.

The meetings are where we show the Judge that we are working on our law and making it active, and to communicate to the Judge so he knows that we practice our law and that we are trying to teach our young people about the Australian law as well as Yolngu law. To balance both laws that are similar.³⁴

Finally, while there have been considerable challenges this project is now recruiting people to work as Yolngu justice facilitators in the community. Intensive training was provided for these facilitators in January 2021, which provided for two way learning. The facilitators learnt about NAAJA operations while at the same time sharing their views on the right ways to approach Yolngu clients in remote communities.

As identified above, the most discussion under this theme was focused on the raypirri camps and how these could be better organised and managed around particular clan associations.

The CDU monitoring also notes that traditional owners raised and spoke very positively about the

new youth program run by Arnhem Land Progress Aboriginal Corporation. This suggests that there may be potential for productive partnering or collaboration between this program and community development activities in the future.

Evaluative Theme: Strong authority and leadership

According to CDU monitoring, people are concerned about leadership within the community and respect for the authority of traditional owners. There were suggestions that traditional owners ought to work in advance of meeting with NLC and others in order to be ready and able to clearly exercise their authority in decision making during CP&D and other meetings.

In meeting dharwa (many) ideas come in. Manyamak (would be good if) we have a talk together before we go to the meeting, then arrive there with one mind, one idea. So go straight to the point, and from there what is manymak (good), and what is yätjkurru (bad).³⁵

CP&D reports in 2021 note that the group expressed a strong desire for independence and self-determination, in particular having the opportunity to deliver projects for themselves, possibly through their own corporation. CDU monitoring reports that members of the traditional owner group were focused on an overall story describing how particular groups and organisations relate to each other and how the broader relations of the community also emerge. This reflects a focus on the degree to which project outcomes support this relational work and also the way projects are managed in a relational way.

It was observed by people that it is important for groups to be involved in the meetings and decision-making and to be visibly working together, particularly as role models for younger Yolngu.

³⁴ NAAJA Summary report, 2020 pg.6.

³⁵ CDU report pg.17.



Ngukurr

Background

The Milwarapara-Yutpundji traditional owners speak for the Ngukurr township area. People live in Ngukurr, Urapunga, Minyerri and Bulman, while a few of the group's senior spokespersons live in Katherine and Roper Valley.

There are a range of s19 leases across the Ngukurr Township and surrounding area that deliver rental income for the Milwarapara-Yutpundji group. The group have allocated \$587,220 to community development projects since commencement, and have spent \$155,578 to June 2021.

Priorities and Aspirations

The focus for this group is around maintaining the pride and respect for their community. They chose to demonstrate this through community projects that provide both physical improvements in the community and employment opportunities.

We did talk about that [the Ngukurr Oval Project] and having our kids doing that [work/training] and maybe in the future they can do courses and running their own [business].

If put signs [on the oval infrastructure], then there would be recognition in community. (Ngukurr working group member)

Table 5. Ngukurr Community Projects

Project	Project spend 2016 - Dec 2019	Project spend Jan 2020- June 21	Project Objective	Description	Project Status
Welcome sign at Kewyuli	\$838	-	Proud People	Welcoming visitors to Kewyuli outstation. This is to raise visibility and build pride in local residents.	Completed
Construction and maintenance of church toilet block, including privacy screen	\$128,238	-\$9,566 ³⁶	Supporting Health and Wellbeing	Support development of public health infrastructure.	Upgrade completed Maintenance ongoing
School Oval improvement		-	Supporting Health and Wellbeing	Safe play area for school students to support health and wellbeing.	Cancelled
Ngukurr Oval Improvement Works		\$36,068	Supporting Health and Wellbeing	Provide a safe and comfortable environment for players and spectators.	Ongoing

Aboriginal capacity, control and group cohesion

Similar to the previous years, the working group has continued to demonstrate increased confidence in managing and making decisions about community development projects. While there has been some varied commitment to meetings throughout 2020 according to CP&D reports, the final working group meeting for the year was engaged and productive. There were no meetings or consultations with this group in the first six months of 2021.

The working group met with the wider traditional owners group in October 2020. According to CP&D reports, that group was engaged and there was considerable discussion, including a willingness to debate issues and to discuss the recommendations coming from the working group. All of this appeared to demonstrate confident engagement in governance processes.

At the same time, there was considerable frustration about the delays in 2020, largely due to COVID-19 restrictions but also in part due to project implementation delays. This seems to have encouraged discussion

among traditional owners about working through an Aboriginal Corporation, and bypassing the CP&D engagement. Traditional owners reportedly have requested less meetings given they have already identified their needs and priorities.

Notably in the distribution process in 2020, the Millwarparra Aboriginal Corporation was allocated \$200,000 while CP&D was allocated an extra \$20,000. This seems to demonstrate the interest among some traditional owners about having more direct control over the utilisation of this money. And it reflects the growing capacity of local Aboriginal Corporations. Those Aboriginal organisations are well positioned to influence traditional owners around their use of community benefit funds. NLC staff reflections have suggested that NLC should develop more clear guidelines or ideas about how it might work in the future with local Aboriginal corporations to ensure that the best outcomes are achieved for Aboriginal people.

³⁶ Recovery of funds from partner unable to complete project work.

A further issue identified in CP&D reports, is the difficulty for CP&D staff, particularly in distribution meetings, where the staff member might play multiple roles including facilitator, advocate for community development, and support for local Aboriginal governance and decision-making. Working with other staff was a useful way to manage these tensions.

Social, cultural, environmental and economic outcomes

No projects were completed in 2020 although considerable planning and decision-making was undertaken. Projects did proceed in 2021, including the oval infrastructure and the airstrip infrastructure.

While the delays were largely due to the impact of COVID-19, there was some frustration in this location when projects were delayed last year. People in this community are very keen to see tangible differences resulting from their projects.





South East Arnhem Land Indigenous Protected Area

Background

Traditional owners for the South East Arnhem Land (SEAL) Indigenous Protected Area (IPA) primarily live in Ngukurr and Numbulwar communities, with associated outstations throughout the region.

The SEAL IPA was declared in 2016. The SEAL IPA Plan of Management (2016-2021) provides direction for management of the area and was developed by the SEAL IPA Advisory Committee to reflect the broader interests of all traditional owners. The CP&D Program facilitates decision making with the SEAL Committee around income generated through activities conducted by the SEAL Fire Abatement (SEALFA) Project, carried out in partnership with Arnhem Land Fire Abatement (NT) Ltd (ALFA).

Grant Monies derived from SEALFA work must be used for projects consistent with the objectives of ALFA Ltd, such as: protection of environment consistent with Aboriginal practices; looking after the health and wellbeing of traditional owners for the land; and passing on cultural knowledge and education. To date \$450,000 has been allocated to community benefit, with only a small proportion spent by December 2020.

Priorities and Aspirations

Priorities for SEAL IPA traditional owners is to protect the environment consistent with local Aboriginal practices and to look after the health and wellbeing of people for the land and passing on cultural knowledge and education.

Table 6. SEAL IPA Community projects

Project	Project spend 2016 - Dec 2019	Project spend Jan 2020- June 21	Project Objective	Description	Project Status
Back to Country Culture Camps	\$55,290	-	Strong Culture	Healthy and engaged positive youth. This is through the transmission of traditional knowledge for future generations.	Ongoing
Engagement of Consultant – IPA support project	\$6,025.09	-	Strong Governance	Strengthen governance to achieve community development aspirations.	Completed
Train the Trainer	-	\$8,073.30	Strong Governance	Strengthen skills and capacity to facilitate CP&D meetings.	Ongoing
Aged Care Country Visits	-	-	Connection with Country	Supporting the wellbeing of aged and people living with a disability. This will be achieved through visiting country, storytelling and intergenerational transmission of knowledge.	
Visitor Cultural Awareness project	-	\$6,228.00	Proud People	Educational tool to support respectful behaviour of visitors. Raise viability through culturally appropriate and informative information booklet.	Ongoing

Aboriginal capacity, control and group cohesion

As noted previously, this group utilise the SEAL IPA Advisory Committee to manage the planning and decision-making for community development. The Advisory Committee have a strong understanding of governance and community development planning based on their previous experience. They continue to be a unified group with shared focus and purpose. Their commitment to process is strong and staff from NLC report that meetings demonstrate good governance.

According to CP&D reports, the group have a good understanding of the broad focus for their funds and give attention to several areas. These include improved cultural awareness

and knowledge, increased harmony between the local communities, increasing the skills and opportunities for young people alongside care for the health and well-being of elderly people.

Underpinning these aspirations is ongoing attention to managing and protecting the surrounding environment. There are some challenges associated with this including managing land maintenance, visitor access and management of buffalo herds.

The SEAL IPA plan of management is due for review and redevelopment in 2021. CP&D have a role to play in supporting this process. Advisory Committee members are interested in feedback from NLC Council members.

Social, cultural, environmental, and economic outcomes

No projects were completed in 2020 due to Covid-19 restrictions. However good planning was undertaken through the year.

In 2021, the following projects proceeded:

- Train the Trainer. According to CP&D reports this project, designed to support community leader training, has been struggling due to lack of candidates and lack of commitment from the existing candidates. The project will be further examined and discussed with traditional owners later in 2021.
- Visitor cultural awareness resources. According to CP&D reports this project is proceeding well and there is good engagement by the group. It is creating worthwhile information for visitors and strengthening the groups control over their environment.

AC members reportedly have high hopes and expectations for projects they have funded.

Employing local people is a great opportunity to upgrade skills like first aid (AC member).





Background

Native title has been determined to exist over Legune Station³⁷ with three estate groups involved. Following negotiations between the NLC, native title holders and Seafarms, native title holders executed a 95 year Indigenous Land Use Agreement (ILUA) in November 2017. The benefits package included a number of provisions, including funds to upgrade Marralum outstation and employ a full time Governance, Planning and Development Officer (from April 2018 to end mid-2020).

One group of native title holders receiving 90% of benefits from the ILUA, has committed a significant portion of associated payments to community benefit. Table 7 shows how that money has been allocated to date. No money was spent in 2020-21 on these projects.

The Djarrandjarrany native title holders have allocated income from their milestone funds towards community benefit projects supported by the NLC's CP&D Program.

Priorities and Aspirations

Djarrandjarrany native title holders have developed a community vision of strong lives and futures through an ongoing participatory planning process facilitated through the CP&D Program. The vision has driven the development of specific community projects. For the Djarrandjarrany group, the vision is centred on a number of outstation locations and the realisation of this vision will require comprehensive outstation development planning. In addition, their projects towards sharing cultural knowledge across generations, education and schooling for young people and building the infrastructure and resources to live and work on country.

³⁷ Seafarms Group Ltd is proposing to build a large scale commercial prawn farm in northern Australia, known as Project Sea Dragon. The project comprises a range of facilities in the Northern Territory and Western Australia. One facility is proposed at Legune Station, located approximately one hundred kilometres north-east of Kununurra in the Northern Territory.

Table 7. Legume Community Projects

Project	Project spend 2016 - Dec 2019	Project spend Jan 2020- June 21	Project Objective	Description	Project Status
Marralum outstation upgrade (Stages 1 and 2 and maintenance)	\$487,032	-	Connection with Country	Support native title holders to live on country	Stage 1 & 2 Upgrades completed Maintenance work ongoing
Djarrandjarrany Education Fund	\$28,000	-	Supporting Young People	Support families with children attending school in distant locations.	Ongoing

Aboriginal capacity, control and group cohesion

As discussed in previous reports, the three native title holder groups undertake separate planning and decision making processes. This is reflective of the traditional governance regimes relative to each of the groups and also reflects the disparity in benefits derived from the land use agreement.

For the Djarrandjarrany native title holders, working together in 2020 has been challenging due to COVID-19 restrictions (hard border closures between the Northern Territory and Western Australia stopped meetings of the combined native title holders). Meetings were frequently cancelled or poorly attended. In 2021 more regular meetings have been possible and this seems to have renewed engagement with the group. Djarrandjarrany native title holder group in particular have become more familiar with preparing and assessing budgets, comparing quotes from different services providers, forming working groups with delegated authority and so on. All of these activities have been important in building the skills and confidence required for the group to develop and run their own governance structures.

Another key strategy has been to engage the Djarrandjarrany native holder group more actively in the governance of their existing Aboriginal Corporation.

This includes the capacity of directors and members by establishing good decision-making practices; planning meeting agendas; and visioning for the future. The Senior Project Officer has supported the Marralam Darrigaru Aboriginal Corporation, seeking resources and convening their annual general meetings.

It is reported by CP&D staff, that at the meetings that did occur, the native title holders continued to treat each other respectfully and listen to each other's views. They also continued to utilise traditional approaches to decision-making with an expectation that senior leaders would determine core decisions.

Also according to CP&D reports, people were not so engaged in planning in 2020 but did respond and engage in issues related to land use. It was reported that the native title holders appreciated the CP&D staff member presence in this remote area and the opportunities it gave them to consider their development opportunities.

Social, cultural, environmental, and economic outcomes

There was limited project planning in 2020 and intermittent discussions about project intentions. 2021 has seen renewed engagement with interest in projects related to culture. Housing also remains a focus area.

DjarranDjarrany Education Fund

Objective: Support families with children attending school in distant locations.

The education fund project was activated in 2020 but was not able to be used, with children being removed from schools due to COVID-19 restrictions, plus people having limited understanding on how to access the fund. Significantly this fund is meant to service needs as required including emergency situations that require immediate access to resources. It is unclear how this will work now that the CP&D office in Kununurra has been closed and CP&D staff are not readily available to assist people with their applications.

Additional monitoring

This location was utilised for additional monitoring work in 2020, as part of the third monitoring approach — Checking up to Keep on Track. Building on discussions with native title holders in 2019, the focus for the additional monitoring has been to understand overall community wellbeing utilising dimensions/ definitions of wellbeing that are relevant to this Aboriginal group.

Making use of the Mayi Kuwayu survey³⁸ 28 people, mostly women (88%) from the DjarranDjarrany clan, completed the survey. In 2021 these results were compared against national level results in order to provide a baseline understanding of similarities and differences for people in this region from Aboriginal people living elsewhere in Australia. The intention of this process is to provide a broader frame of reference for Aboriginal people in Legune, to assess over time any changes in their wellbeing.

It is anticipated that with this information Aboriginal people will be better prepared to make choices around how to direct their resources and also to make requests of other available services in their location. It is designed to equip them to undertake more informed planning and monitoring of projects.

In 2021 people received feedback on some survey questions and comparison to national data. People were very engaged in this process and had several suggestions about how to improve and extend the survey itself (in particular extending it to a wider and more gender balanced sample). People also saw that much of the information was not necessarily new but could serve as a way of understanding changes in their context over time. There are plans in place for this next year to repeat the survey and extend the sample size.



³⁸ The Mayi Kuwayu survey is a national study of Aboriginal and Torres Strait Islander wellbeing designed with Aboriginal people to understand the relationship between culture health and wellbeing outcomes. The study is being applied with Aboriginal communities across Australia as a longitudinal study across a wide range of dimensions.



Wadeye

Background

Although members of a number of different clan groups reside at Wadeye, Yak Diminh are the recognised traditional owners for Wadeye township area. Members of the group predominantly live at Wadeye, with at least one older member living at Nganmarriyanga (Palumpa).

There are currently a number of s19 leases over areas in Wadeye Township, for which rental payments are made. Traditional owners have allocated \$2,321.283³⁹ of funds from township leases to community benefit through the CP&D Program. Despite this large allocation of funds there has not been a lot of progress in spending on projects. outlined in Table 8, no money was spent in 2020-21.

Priorities and Aspirations

Yak Diminh traditional owners are focused on supporting skill development and employment opportunities and ensuring young people have solid grounding in cultural and education.

³⁹ This figure includes accumulated interest.

Table 8. Wadeye Community Projects

Project	Project spend 2016 - Dec 2019	Project spend Jan 2020- June 21	Project Objective	Description	Project Status
Dimininh cultural sites and knowledge transmission	\$12,018	-	Strong Culture	Cultural knowledge transmission between young people and traditional elders	Ongoing
Cemetery improvement Stages 1	\$17,661	-	Proud Community	Improve cemetery amenities	Complete

Aboriginal capacity, control and group cohesion

There have been considerable challenges working with this group of traditional owners, and it has been difficult to get clear directions according to CP&D reports. This is a complex community with several pressures which go beyond the influence of the community development process.

The process is complicated by a mixed commitment within the traditional owners to using royalty money for community benefit versus individual distribution. The strong vision of previous leaders for community projects which would benefit the group for the longer term, no longer drives the whole of this group. The group is still negotiating its ongoing leadership and reports from meetings across 2020 show changing decisions and varied opinions. Despite attempts to utilise the working group for decision-making this group doesn't appear to have the authority to represent the whole traditional owner group. There is reportedly some caution by traditional owners about the intentions of external organisations working in the community and this attitude possibly also extends to NLC and the community development work.

The situation is further complicated by the Kardu Dimininh Aboriginal Corporation (KDC), which some traditional owners consider should be tasked with managing and spending the community development funds. This is despite concerns by others in the group about the governance and management capacity of the KDC.

Notwithstanding the restrictions on travel and meetings in 2020, CP&D sought to build relationships with this community, largely working through meetings with small groups and families. They used meetings in the year to clarify the differences between CP&D processes and the work of KDC. They sought to explain to people the value of the projects and how they accord with interests of traditional owners and also explain why the process for implementing those projects takes some time.

There are no reports about meetings or consultations with this group in 2021.

Social, cultural, environmental, and economic outcomes

The difficulties outlined above and the differences between family groups has undermined what was originally a very strong focus on employment through the cemetery project. Further planning around this project continued in 2020-21 but no activity was able to be progressed.

Other ideas have emerged through the various family consultations including attention to community infrastructure and homeland support.

Given the focus on the value of KDC as an Aboriginal owned group, there has been encouragement for them to submit a proposal for community development funding to undertake work on behalf of the community. This would provide them with support and oversight by CP&D. There are no indications that this progressed in 2020-21.



Palumpa

Background

Rak Papangala traditional owners live predominantly at Nganmariyanga (Palumpa), Papangala outstation, Merrepen outstation and Wadeye. Rak Papangala group have connection to the country on which there are gravel pit/s, and hence received income for extraction of materials under an s19 agreement.

Priorities and Aspirations

Traditional owners decided to allocate available funds from the gravel extraction agreement to community benefit through the CP&D Program. They elected to plan projects as a larger group (rather than elect a working group). In total Rak Papangala traditional owners have committed \$285,010 towards community benefit (a reduction from the \$314,024 originally allocated). Table 9 outlines how that money has been spent since the allocation.

Table 9. Rak Papangala Community Projects

Title of project ⁴⁰	Project spend 2016-Dec 2020	Project spend Jan 2020-June 21	Project type	Project objective	Project Status
AAPA Authority Certificate	-	-	Connection with Country	Support process of living on country	Complete
Outstation Housing and Bore infrastructure	\$228,065.72	-	Connection with Country	Support living on country	Complete
Papangala Outstation road works	\$24,404.55	-	Connection with Country	Support living on country	Complete
Outstation contingency	\$6,117.82	-	Connection with Country	Support living on country	Complete
Papangala R&M	-	\$15,162	Connection with Country	Support living on country	In progress
DDW Papangala Homeland project	-	\$3,645	Connection with Country		

As noted last year, this group has focused all of their community development work on completion of the outstation. This was achieved in late 2019 and subsequent discussions focused on how to make best use of the small amount of leftover funds.

Aboriginal capacity, control and group cohesion

The group have a clear process for decision-making with three brothers making all the decisions. Notwithstanding this, there has been some greater engagement with other members of the family in 2020. Reports from NLC staff indicated the group have worked well with CP&D in 2020, with an increased understanding of attention to maintenance and property upkeep. There were no reports about consultations with this group in the first six months of 2021.

The family have been working well together but the restrictions introduced by COVID-19 have limited contact and placed some pressure on relationships. On the other hand reports suggest the restrictions have increased the cooperation between the local contractor and the group and provided incentives for them to work together.

Social, cultural, environmental, and economic outcomes

Feedback from people indicate that the outstation works has been significant for them.

I went to bush yesterday. That's really good [the works that have been done]. Power working, water white and clean, sink there. (Rak Papangala TO)

Everything's working good! [and the shower] all the kids were there having a shower..... [the water] nice and clean! (Rak Papangala TO)

There are reports of ongoing conflict in Palumpa, which was likely a key driver for traditional owners to focus their funding on the outstation development.

⁴⁰The work undertaken in Rak Papangala is counted as one project in NLC records. In practice it has been managed as five activities as shown in this table.

In 2020, the West Daly Regional Council (WDRC) was awarded the maintenance contract for the outstation. In addition the Papangala outstation has been added to the seasonal homelands funding list for Northern Territory Government homelands funding. This is an important shift because otherwise the traditional owner group would have been unable to sustain repairs and maintenance over the longer term. It provides security and sustainability for the group.

It's good news for me and my family. It's registered now with Northern Territory Government. Now my little homelands like other homelands (Rak Papangala traditional owner)

Advocacy by the NLC and WDRC may have assisted this outcome. This may be an important broader role for CP&D, to engage with the Northern Territory government in improving access to homelands and ensuring services to homelands.

Some concerns have now been raised about the overall quality of the original construction and its compliance with the Building Code. CP&D has obtained independent advice and will continue engagement with this project in order to ensure suitable repairs are made as required. This raises some caution about ongoing engagement with large infrastructure projects and the need for CP&D to have adequate feasibility assessment and project management skills, processes and technical support prior to undertaking similar projects.

On the other hand there is some likely value in NLC developing expertise in managing construction projects and driving overall improvements in contracts and processes for contracting with construction companies, particularly in relation to homelands. This is likely to drive impact and benefit for Aboriginal people beyond the community development process alone.

New Group Engagements

In 2020-21 CP&D explored the potential for community development with eight new groups.

Dhukurrdji

The Dhukurrdji are traditional owners for the township of Maningrida, a significant town where other traditional owner groups make their home. The Dhukurrdji traditional owners receive funds from their Maningrida s19 lease payments.

Initial consultation with this group had been undertaken in 2019. In October 2020, following further meeting with CP&D and further explanation around the process of allocating funds for community benefit, these traditional owners decided to ask NLC to hold \$160,000 for community planning and development.

Meetings in 2021 focused on exploring ideas with the group and supporting them to develop their long term vision. For women this tended to centre on family connection, being on country and connecting to culture. The men spoke about recognition and status in the community. All of the group wanted to work from existing strengths.

Managarrayi

In Managarrayi, the traditional ownership covers an extensive land trust area east of Mataranka. The traditional owners receive land use agreement income payments for rent of land and water entitlements. In October 2020 the traditional owners decided to put aside \$50,000 for the next three years to support community benefit projects.

Initial meetings were held with different families in this group in early 2021. These discussions will lead to the development of a working group and refinement of the ideas for projects.

Guyal Muynmin

Guyal Muynmin native title holders have allocated an average of 50% payments from Santos exploration agreements to community projects over a four year period. Most Guyal Muynmin native title holders live in Minyerri. Their priorities include keeping culture strong by visiting country and camping; teaching children about the bush and collecting bush foods; keeping kids out of trouble by keeping them entertained; and supporting increased jobs, education and training.

Guyal Ambulya

Guyal Ambulya native title holders have allocated an average of 50% payments from Santos exploration agreements to community projects over a three year period. Most Guyal Ambulya native title holders live in Minyerri. Their priorities include keeping culture strong by visiting country; improving amenities at their outstation.



Mambali Ngubayin (Watsons)

Mambali Ngubayin (Watson) native title holders have allocated 50% of future payments from Santos exploration agreements to community projects for the next three years. Most of the group live in Minyerri. They have strong aspirations to spend more time on country, whether at Bella Glen, the Cox River or Tanambourini. Their priorities are education (both traditional and Western), keeping culture strong (including songs, dance and ceremony), ensuring young people are happy, safe and have employment.

Mambali Ngubayin (Johns)

Mambali Ngubayin (Johns) have allocated 50% of all payments from Santos exploration agreements to community projects over a four year period. The Mambali Ngubayin (Johns) live in Urupunga, Minyerri, Kewyuli, and Mataranka. They want their young people, boys and girls to learn their roles and become leaders; they want to pass on skills to the next generation. The group would like young people to become more connected to who they are and to learn their culture on Walba country, starting with a trip to Broadmere Station. They also want more employment and business development opportunities as well as positive activities for young people in town.

Budal Riley

In 2021, Budal Riley native title holders allocated 50% of their income towards community benefit for three years. Native title holders live over a wide area including Borroloola, Mataranka and Numbulwar and have started talking about developing their outstation Wamungu to support living on country.

Mambali Wulangara

In 2021, Mambali Wulangara native title holders allocated 60% of their income towards community benefit for three years. Native title holders receive their income from mining and infrastructure agreements. Most of the group live in Numbulwar and have started talking about good things to benefit their community.

Communications

A 3-year CP&D communication plan was developed internally in September 2019. It includes a Content Planner for Officers to identify key communication opportunities that can then be program managed as part of their project's delivery. The plan also identified a position (Communications and Marketing Officer) to support project officers deliver on various communication tasks. This position is still vacant, with the M&E Project Officer dedicating 1 day per week to support the programs communications.

Despite this more limited support, in 2020-21 CP&D delivered the following external and internal communications against Program objectives:

Objective 1: Strengthen Aboriginal capacity, control and group cohesion, particularly through the management of their money.

Strengthening NLC communications to ensure participants understand and engage with CP&D to make informed decisions:

The NLC has developed a broad range of tools to assist staff members to communicate more effectively in meetings. This includes an organisation-wide guide to running meetings, new resources to help groups think about different ways to use and benefit from land use agreements; tools to assist groups in understanding their money story and financial options as well as tools to help groups develop their future aspirations and make strong choices. CP&D are also working with groups to help them develop their own tools to strengthen learning, planning and decision-making.

Where possible, project officers have spent a day before and/or after formal NLC meetings to develop relations and have meaningful engagement with traditional owners. Where travel wasn't possible, project officers also were in contact via phone and online engagement to maintain contact and provide project updates.

CP&D staff also attended cross-cultural communication training to enhance knowledge in developing plain English resources and to better communicate with traditional owners.

Increase interest from traditional owner groups not yet engaged with CP&D:

CP&D worked with Regional Anthropologists and Mining Officers to participate in some distribution meetings. CP&D were able to present the Program to a range of potential new groups. The Minerals and Energy Branch supported presentations of the CP&D Program to Aboriginal groups entering new land use agreements. This provided detailed information on how they can use their land use income. Some introductory work has also been done by CP&D on formalising the NLC approach for new agreements.

Objective 2: Achieve social, cultural, environmental and economic outcomes Aboriginal want, value and benefit from.

Where possible, CP&D have provided opportunities for traditional owners to exchange their knowledge by meeting other traditional owner groups and presenting at events.

Case study: Malak Malak and Warlpiri share community development stories

Committee Members of the WETT committee made the long journey from their respective communities of Willowra, Lajamanu, Nyirripi and Yuendumu to visit the Malak Malak Working Group during an exchange of culture and Traditional Owner-driven change at Daly River in August 2020.

The women shared stories of their community development journeys. For WETT this has been a decade of directing royalty funds from the Newmont Tanami gold mine to support training and education; for the Malak Malak it has been several years of allocating funds from their Northern Territory Government Fishing Value Payments for cultural and language projects, such as culture camps and a language learning application.

Together the groups discussed openly the joys and challenges of their community development work, especially the importance of ensuring their vision remains true to that of the senior members of their groups, whilst engaging the younger generations in the future of the community.

The Warlpiri Education and Training Trust (WETT) provides education and training support to Tanami communities through mining royalty funds.

Case Study: AIATSIS Summit 2021: Yolngu Approach to Monitoring and Evaluation

Senior community researcher and Traditional Owner for the eastern side of Galiwin'ku, Nyomba Gandangu took to the stage at the Australian Institute of Aboriginal and Torres Strait Islander Studies (AIATSIS) Summit 2021 alongside NLC's Hayley Barich and Charles Darwin University's Michaela Spencer to share insight on monitoring in the Top End of the Northern Territory. Nyomba showcased the Yolngu approach to monitoring and evaluation being done collaboratively in Galiwin'ku.

From a Yolngu lens we straightaway have to see the very important part for those children, even for those adults. It's really important, just makes our spirit happy and excited to see the child first trying for themselves, guided and monitored by family. Then later, that moment of evaluation when the child is dancing together with their family, knowing who and where they are present. (Nyomba)

Traditional owners to share their own stories and celebrating achievements:

CP&D have worked towards providing credit and acknowledgement of traditional owners allocating their money towards community projects. For example, Galiwin'ku performed an opening ceremony for their school playground project to unveil a plaque that acknowledges the traditional owner's contribution towards the jointly funded project.

The content planner was used to schedule content for social media and on other mediums of communication. In 2020, CP&D developed a total 43 news stories that were shared on multiple platforms including Facebook, Land Right News, CP&D newsletters and media releases.

Objective 3: Document, monitor and evaluate the work to make sure it is on track in delivering outcomes valued by Aboriginal people.

Monitoring and evaluation findings were discussed with 3 council members who have been involved in the CP&D Program. Program updates are also presented at regional and full council meetings. Published monitoring and evaluation documents include:

- 2019 Monitoring and Evaluation Ground up report
- 2019 Monitoring and Evaluation findings report Executive Summary
- Monitoring Report for 2016 - December 2018
- Monitoring Report for 2016 - December 2018 Executive Summary
- Monitoring and Evaluation System Project Information Sheet

There is currently no mechanism in place to present the monitoring and evaluation findings report back to traditional owner groups. At this stage, the report is only presented to the full council. The CDU Ground Up reports are presented to traditional owner groups who are participating in Ground Up. The community researchers present the report.

Objective 4: Show governments and other organisations the value of Aboriginal-led planning and development an how they can support it.

Public communications used to share knowledge with government, stakeholders and other organisations include:

- Facebook
- Land Rights News
- CP&D program flyer
- CP&D newsletter
- NLC CP&D website
- CP&D monitoring and evaluation newsletter
- 2019 monitoring and evaluation Ground Up report
- 2019 monitoring and evaluation findings report media releases

Networking and knowledge exchange with governments and other organisations about how to support Aboriginal-led planning and development:

The NLC has contributed to the development of two academic papers that are to be published at the end of 2021, including:

- Ground Up Yolngu approach to monitoring and evaluation with CDU; and
- Checking up to keep on track wellbeing survey with La Trobe University.

CP&D staff also attend networking with the Central Land Council Community Development Unit through an annual community of practice two day workshop. Brief annual meetings are held with key agencies using the monitoring report.



5. Discussion

Objective One: Strengthen Aboriginal capacity, control, and group cohesion, particularly through the management of their money.

Notwithstanding the limitations on meetings and consultations caused by COVID-19, the monitoring in 2020-21 indicates that Aboriginal people continue to exercise considered and careful governance and control over the management of their resources.

Across the 10 locations and the eight new groups included in 2020-21, there are a variety of processes used to govern decision-making, but all appear to be improving and consolidating. The consistent support by CP&D appears to be building capacity and confidence in the various traditional owners and native title holder groups. In most locations there are reports that Aboriginal people appreciate the approach and the support of CP&D, and recognise the value that they bring through their regular and thoughtful engagement.

A feature of 2020-21 has been the increased reference to and utilisation of Aboriginal corporations to implement projects with Aboriginal people's money. This has emerged in different ways in the various locations, but there is increasing overlap between Aboriginal corporations and the work of CP&D, as they both seek to support Aboriginal-led development. Going forward, the NLC should consider its overall approach and framework for engaging with these corporations, including the opportunities to build their governance and management capacity.

The experience of some traditional owners groups indicates that while Aboriginal capability to govern their own resources is generally well developed, the way in which external groups interact with traditional owners can undermine or distract from Aboriginal people's opportunity and capacity to manage their own resources. CP&D, together with NLC more broadly should consider if its strategies to support Aboriginal-led development are sufficient in light of these other influences.

In similar ways to previous years, where CP&D are able to collaborate with other areas of NLC the outcomes for Aboriginal people are improved. Where the different branches of NLC continue to work in silos, there is evidence that this undermines an effective and comprehensive outcome for Aboriginal people.

This suggests that ongoing work to align the overall approaches and utilise the complimentary skills of the different areas of NLC should continue.

In discussion with other sections of the NLC there was strong recognition of the CP&D approach and the value of wider understanding throughout the organisation about the community development approach. It was noted however that at present the section does not have a mandate to promote its work within NLC as a whole.

Objective Two: Achieve social, cultural, environmental, and economic outcomes Aboriginal people want, value and benefit from.

While the number of projects able to be completed in 2020-21 was more limited, across all locations Aboriginal people report a high degree of satisfaction with the projects that they have chosen and the outcomes from that work. Similar to previous years, there is a strong focus across the projects on maintaining and communicating Aboriginal people's culture. There is also a strong focus on supporting young people, both providing them with connection and understanding of culture and providing support for them to navigate external challenges such as the legal system.

The delays caused by COVID-19 have led to frustration for several groups in 2020. CP&D staff report that as a consequence there are now big expectations and plans for what is able to be achieved in 2021-22. Notably this may impact the workload for CP&D staff.

2020-21 has identified some project management challenges for CP&D. For example the management of small-scale infrastructure projects requires a degree of specialist technical expertise, which most project officers do not possess. It is important for CP&D staff to build stronger skills in project feasibility assessment and project management generally, as well as to have clear processes for engaging more specialised expertise at the planning stage for more technical projects. Project managing contractors, particularly when running behind schedules, is another area where CP&D staff require more confidence, for example in asserting contractual rights. There is a need for a culture shift to hold contractors accountable in a more rigorous fashion.

The new groups included in 2020-21 are a positive sign of the way in which more Aboriginal people are understanding and supporting the CP&D approach. At the same time an expanded number of groups requires attention to workloads to ensure that good consistent relationships are maintained. Including groups with relatively small amounts of funding for community benefit also raises some challenges around expectations and being able to support groups to achieve some of their aspirations perhaps across a longer timeframe. This in turn may require some thoughtful modification of the CP&D approach, particularly in terms of advocacy support to gain additional resources for groups with limited funds.

Objective Three: Document, monitor and evaluate the work to make sure it is on track in delivering outcomes valued by Aboriginal people.

The monitoring and evaluation undertaken in 2020-21 demonstrates the potential value of different approaches to data collection and analysis.

The work by CDU through their 'Ground Up' monitoring approach has been particularly useful in increasing Aboriginal people's voices in the monitoring for CP&D. The survey undertaken in Legune, together with ongoing discussions in that location with native title holders, has demonstrated the value of providing Aboriginal people with different tools to describe and assess their situation.

At the same time, there have been challenges in consistently ensuring Aboriginal people's voice throughout the monitoring processes. It has also been very difficult to engage Council members in the analysis of the monitoring data (in the small number of situations where this has been possible the contributions have been high quality and valuable). This is because of logistical constraints with the majority of Council members being located across a vast area in remote regions. This is difficult for the Monitoring and Evaluation Project Officer to manage from Darwin, with limited resources to travel. More time to plan for this is needed with the support of project officers.

Going forward it will be very important in 2021-22 to consolidate the various monitoring approaches and establish a methodology which is suitable to ensure accountability to Aboriginal people, provide learning and opportunity for program improvement. In particular:

- **To help participating groups** assess how they are tracking with their projects and reaching their own goals. This includes: understanding the outcomes of community projects and their value for Aboriginal people; providing the opportunity for groups to identify additional monitoring criteria embedded with traditional and local values; and strengthening quantitative data collection.
- Enable NLC to assess its performance in facilitating CP&D as per the Program objectives that were adopted by Full Council.
- Support participating groups to make **strong and informed plans and decisions for the future.**

Objective Four: Show governments and other organisations how they can better support Aboriginal-led planning and development.

CP&D have undertaken some work in this area in 2020-21. As outlined in the Communication section of this report, CP&D meet annually with funding agencies to report on community development work.

For most high level policy issues, the CP&D staff members feed in views from the groups participating in the Program to the NLC’s policy and executive branches (which have a clear advocacy function and frequently engage with government) and to the NLC’s Executive Council. Given the need to address the many influences which do not necessarily support Aboriginal-led development in the NT, including some government services, it is important that CP&D staff continue to engage with and inform the discussion on policy issues. In terms of community-specific issues, CP&D does not yet have a consistent approach to engagement with local NIAA representatives and other local decision making authorities. CP&D branch might explore more avenues to strengthen this level of engagement. There is also scope to more actively assist participating groups to identify their local needs and to develop the skills and confidence to advocate for them directly.

Recommendations

There were four recommendations made in the 2019 report. CP&D report that it has been difficult to act on those recommendations due to several challenges throughout the year. These include the impact of COVID-19, as well as review and restructure work within NLC which has distracted from specific attention to each of the recommendations ([see Annex One for a summary of previous recommendations and actions to date](#)).

In 2019 CP&D developed a new strategic plan which does address each of the recommendations and plans action against these. A particular feature of this planning is improved attention to consultation with Aboriginal people and improved work on communications.

The recommendations for 2020-2021 therefore overlap with 2019 recommendations, with some additional perspectives and foci.

1. The NLC to promote a more strategic and consistent approach across all areas of the organisation to increase Aboriginal-led social, cultural and economic development. In 2021-22 and beyond, this should include particular attention to:

- Engagement with Aboriginal Corporations;
- Consideration of the influences and issues that undermine Aboriginal-led development and the ways in which NLC is able to work to counter these influences.

2. The NLC to provide the CP&D Program adequate resourcing to deliver high-quality projects, engagement and the capacity to expand the reach of the Program. In particular:

- Striking the right balance between providing high quality services to participating groups and ensuring efficiency and equity in the distribution of Program resourcing with the aim of increasing participation in a sustainable manner. This requires particular attention when working with groups who are geographically spread out and thus resource intensive.
- Ensuring greater equity in terms of participation in the Program and, where possible, engaging with groups with more limited financial resources.
- Providing training and skills development to increase the quality of project management services provided by CP&D staff members and the ability of staff members to impart those skills with participating groups.
- Reviewing the Program’s approach to feasibility, particularly in respect of more ambitious or expensive projects (incorporation projects, infrastructure projects) to ensure adequate resources, pre-planning, risk-management and specialist expertise prior to commencement. Stronger feasibility processes will mitigate the risk that groups invest their resources in areas where other service providers should be stepping up, in which case advocacy, rather

than investment, might be required. It also mitigates the risk that groups embark on projects for which they do not have adequate long-term resourcing. In cases where a project has strong feasibility but the group lacks sufficient resources, the NLC and groups might consider options to leverage additional funding. Strengthening advocacy processes, including developing groups' capacity to identify and advocate on their own needs with local decision-making authorities, as well as ways to ensure that needs and priorities shared across participating groups are used to inform broader NLC policy positions and government advocacy positions.

3. The NLC should improve its CP&D Program tools to empower Aboriginal participants and potential participants in the program by enabling more informed planning and decision-making processes. In line with the outcomes achieved in 2020-21, this should include:

- Creating tools and communication strategies that engage groups more meaningfully in planning and project management processes.
- Maintaining regular contact with people in project locations to ensure participants are informed and have the opportunity to have meaningful participation in project management.
- Continuing to utilise social media and other forms that are accessible to Aboriginal people to recognise and celebrate the achievements of participating groups and so that participating groups can demonstrate to their communities how their decision-making is in line with important cultural priorities and practices.
- Creating opportunities for traditional owners to speak about their achievements and the projects they support to new groups, including further opportunities to learn from the experience of other groups, such as exchange project site visits.
- Developing a process and set of tools when working with groups to help groups explain and visualize their priorities and define their community/places of significant. These tools will also assist the NLC to understand more about each group's identity, their goals as well as where and how they like to work.

4. The NLC CP&D monitoring and evaluation should continue to develop, building on the lessons now emerging from the various approaches trialed through 2019, 2020 and 2021. In particular, the CP&D framework should pay attention to:

- Increasing Program accountability to Aboriginal participants by reporting back on how the Program is addressing performance as per their feedback;
- Creating opportunities for Aboriginal people to share their assessment of the Program and participate in the analysis of monitoring outcomes; and
- Ensuring a consistent approach with collecting quantitative data on key project objectives as identified by participating groups.

Annex One: 2018 and 2019 recommendations and actions

2019 Recommendation	Action in 2020
<p>1. NLC sets out a strategic whole of institutional approach to ensure community development is clearly linked to the broader NLC development framework. This is relevant to the delivery of:</p> <p>1.2 The engagement of constituents, including new groups</p> <p>1.3 Disbursement from land use agreements, consistent with existing policies</p> <p>1.4 New land use agreements, elucidating community benefits</p> <p>1.5 Associated policies to support direction and due process for engaging with Aboriginal corporations, interpretation of the Land Rights Act as it relates to community benefits and the interpretation of the Native Title Act as it related to community benefits</p> <p>1.6 Monitoring and evaluation of all monies of the NLC trust and how it is utilised to support Aboriginal people to provide quantitative and qualitative information and regular and consistent reporting to Aboriginal people, the NLC and other stakeholders.</p>	<p>Structural and staff changes in 2020 has made it difficult to progress development of a strategic whole of institutional approach to community development. CP&D has conducted the following activities against this recommendation:</p> <p>1.2 Formal and informal consultations with existing groups remained steady in 2020 despite COVID-19 travel restrictions. CP&D staff utilised phone and online engagement tools to maintain contact with constituents.</p> <p>1.3 In 2020 CP&D worked closely with Regional Anthropologists and Mining Officers to participate in some disbursement meetings. CP&D were able to present the Program to a range of potential new groups. CP&D also generally participated in disbursement meetings for groups we already work with.</p> <p>1.4 Mining Branch supported presentations of the CP&D Program philosophy and benefits to some Aboriginal groups entering new land use agreements. This provided those Aboriginal groups with detailed information on ways in which they could use their land use income. Some introductory work has been done by CP&D on formalising the NLC approach for new agreements.</p> <p>1.5 Preliminary work has been undertaken by CP&D in developing policy on NLC engagement with Aboriginal corporations, however further work is required in this area, and substantive input will be required from leadership and Branches. In the absence of policy, CP&D has trialled various strategies in 2020 to overcome tensions with Aboriginal corporations and Aboriginal groups. Lessons learnt from these interactions will be useful in formulating NLC policy.</p>

	<p>1.6 CP&D regularly reports on the 'money story' to each Aboriginal group it works with. This reports on income (including interest) and expenditure CP&D trust account monies only. To provide a bigger picture of how all land use income is being used by each group will require extensive input from Finance, Anthropology, Mining and other Branches.</p>
<p>2. CP&D ought to expand and improve its communications with Aboriginal groups. This includes:</p> <p>2.2 Having more regular contact with people in project locations to explain the detail of projects</p> <p>2.3 More utilisations of social media and other forms accessible to Aboriginal people</p> <p>2.4 More acknowledgment and credit for the traditional owners role in allocating money for community, particularly in media and they consume</p> <p>2.5 Opportunities for traditional owners to speak about their achievements and the projects they support to new groups</p> <p>2.6 Creating opportunities to learn from the experience of other groups such as site visits (i.e. Malak Malak traditional owners with WETT Committee) and share new knowledge</p> <p>2.7 Sourcing resources to develop quality materials and for support to manage delivery of communication projects.</p>	<p>There has been delays for CP&D to progress against this recommendation due to COVID-19 travel restrictions and the absence of a full-time dedicated communications position within CP&D.</p> <p>2.2 Where possible, CP&D Project Officers have spent a day before and/or after formal NLC meetings to develop relationships and have meaningful engagement with traditional owners. This is an opportunity to have one on one conversations with individuals to ensure people have received all project information to make informed decisions. When travel isn't possible, project officers have also been in regular contact via phone to provide any project updates. In 2020, there were 28 informal meetings held with 184 traditional owners. This figure doesn't include the number of phone calls made between project officers and traditional owners in between meetings.</p> <p>2.3 The content planner was used as a guide to schedule content for social media and on other mediums of communication. In 2020, CP&D developed a total 43 good new stories that were shared on multiple platforms including:</p> <ul style="list-style-type: none"> • 13 x Facebook posts • 7 x stories in the Land Rights News • 2 x CP&D Newsletters • 2 x media releases <p>2.4 CP&D have worked towards providing credit and acknowledgment of traditional owners allocating their money towards community projects. For example, the traditional owners</p>

	<p>of Galiwin'ku performed an opening ceremony for their school playground project to unveil a plaque that acknowledges the traditional owners contribution towards the jointly funded project.</p> <p>2.5 Due to COVID-19 travel restrictions there were limited opportunities for TOs to travel and showcase their projects with potential new Aboriginal groups. There was only one opportunity for a Malak Malak traditional owner to present to an interested group.</p> <p>2.6 Despite the pandemic, CP&D was able to organise with Central Land Council a meet and greet with the Malak Malak TOs and the WETT Committee members. The WETT members travelled from Willowra, Lajamanu, Nyirripi and Yuendumu to visit Daly River to share and exchange their community development stories.</p> <p>Prior to this in 2019, the WETT Committee and Malak Malak traditional owner group also met with one another at the Puliima Indigenous Language and Technology Conference. In addition, Nyomba Gandanu who is a traditional owner for Galiwin'ku and community researcher for the ground up monitoring presented at the Community of Practice Forum in Alice Springs. She presented on her experiences and the importance of the ground up project.</p> <p>2.7 In 2019, CP&D developed a communications plan and content planner to guide and improve communications with Aboriginal groups.</p> <p>CP&D put in a bid to have a full-time Communications and Marketing Officer. CP&D was unsuccessful in securing the position and instead was allocated to the Communications branch. As a response, the M&E Project Officer has been tasked to undertake communications 1 day per week. The role of the M&E Project Officer will be to coordinate the communications plan and content planner, as well as to support CP&D Project Officers with their communications. This will be on-going until more resources are dedicated towards CP&D communications.</p>
--	---

<p>3. Monitoring and evaluation ought to be further integrated into the community development process (as originally envisaged) to ensure there are regular opportunities where the voice and opinions of TOs are captured and reported.</p>	<p>Action against this recommendation is still in progress.</p> <p>In early 2020, CP&D reviewed and updated the ECDP monitoring template to better streamline monitoring methods within regular community development practice. Amendments of the template included clearer instructions on how to use the template.</p> <p>An interview template was also developed in order for project officers to record feedback and interview TOs. Interview methods include in person, over the phone, video and/or audio recording.</p> <p>However, further work will be done on this as 2021 will be the final year of the MES project. To further integrate monitoring within community development practice, the final year will attempt to integrate the ECDP and participatory monitoring methods.</p>
<p>4. As resources and opportunities allow, the views of Aboriginal people including NLC Council members, ought to be increasingly sought to verify the CP&D monitoring and test the value of the associated analysis and recommendations.</p>	<p>M&E findings are discussed with selected council members who have either been involved in CP&D and/or M&E. This is done during the period of NLC cross-branch workshops and M&E working group.</p> <p>It should be noted that this process requires a lot of lead up time and can often be difficult to get in contact with council members. In addition, having the respective CP&D project officer assist is valuable.</p> <p>There is also discussions around establishing a CP&D sub-committee with a mixture of council members and experts.</p>

2018 Recommendation	Action in 2019
<p>1. Prior to working with traditional owner groups through the 'eight steps' process, engage with the Anthropology branch to identify existing information about community structures and dynamics</p> <p>2. Acknowledge existing decision-making and group dynamics in each location, track the impact of the community development process on these existing structures, giving attention to how this supports sustainable and effective outcomes for people.</p>	<p>Annual land interest reference (LIR) are sought for all project locations. CP&D Officers engage with Regional Anthropologist prior to most meetings and to seek information on issues/dynamics generally, however staff shortages in the Anthropology department in 2019 has meant advice on structures and dynamics has been hard to obtain. Where necessary and possible, Regional Anthropologists will travel with CP&D Officer to attend meetings.</p> <p>A general inconsistency in the approach remains apparent among staff due to limited resources or training specifying NLC standards for disbursement meetings.</p> <p>CP&D Officers develop detailed file from each visit or meeting which enable the tracking of governance and decision-making processes. Minutes and newsletters, which are a summary and visual representation of progress are presented back to traditional owners at subsequent meetings.</p> <p>Challenges arising reflect lack of NLC positions on working with Aboriginal Corporation, including the directing of income and due process or consultative practices and tools.</p> <p>To be addressed further as per the recommendations for 2019.</p>
<p>3. Acknowledge that information is important for traditional owners and communities, undertake regularly inquiry with groups to identify the information they want and the form in which this should be provided.</p>	<p>As part of meeting preparation, CP&D Officers prepare detailed meeting outline, including what information resources they will use. Examples of some information tools as:</p> <ul style="list-style-type: none"> • Money story posters • Job story • Vision boards • Example photos • Rating matrix for project partners <p>Review of these materials remains limited and not yet recognised as part of the standard practice of Officers when working with groups to monitor and evaluation meeting delivery. This is due to various reasons and may be fixed through the MES analysis of an expanded M&E practice.</p>

<p>4. Recognise that the original scoping report strongly recommended a 'whole of NLC' approach to implementation of community development, give further attention to developing CP&D cooperation with other NLC branches, looking to maximise complimentary knowledge and activities.</p>	<p>CP&D furthers cooperation with NLC branches by:</p> <ul style="list-style-type: none"> • Attending other branch team meetings • Inviting other staff to join CP&D team meetings • Regular catch-up with Regional staff • Internal CP&D newsletter • Including NLC staff in M&E workshop • Circulate news and updates
<p>5. Translate key concepts into local language, ensuring that the translation is appropriate to the specific context of the different project. Ensure that this is shared across NLC so that there is common understanding of how specific concepts are understood in different locations.</p>	<p>As yet CP&D has not attempted to translate concepts into local languages.</p>
<p>6. Acknowledge the importance of the planning process for project outcomes, provide additional support for working groups and traditional owners to understand the steps in the planning process and the connection of these to their desired outcomes.</p>	<p>CP&D has increased number of consultations, importantly the prevalence of informal meetings that are now being recorded as with formal and working group meeting, which has enhanced traditional owners understanding of overarching planning processes.</p> <p>Further work against this recommendation required, particularly with regard to new group engagements and holistic NLC practices.</p>
<p>7. A communications strategy be developed to accompany the community development process. The strategy should privilege the opportunities for Aboriginal people to speak about their own achievements.</p>	<p>A 3 year CP&D communication plan was developed internally in September 2019.</p> <p>It includes a Content Planner that is proving a very useful tool for Officers to identify key communication opportunities that can be program managed as part of their projects delivery.</p> <ul style="list-style-type: none"> • Nyomba's presentation at the CoP Forum • Traditional owners quotes and photos in Land Rights News, Facebook posts, Newsletters and CP&D Introduction Video.



NORTHERN
LAND COUNCIL

Our Land, Our Way, Our Life

8 Steps in the CP&D process

Building stronger communities and better lives

1. Getting started

Will the NLC Community Planning and Development Program be good for our group / community?
How much money will we set aside?

2. Working together

Who will be involved?
Do we need a working group?
How will plans and decisions be made?

3. What is best for community

What do we want to achieve?
What projects will bring lasting benefit?

4. Make a project plan

How will the project work?
Which organisation will deliver the project?
How much will it cost?

5. Decide on a project

Is the project plan and budget strong and clear?
Do we want to fund the project?

6. Enter a funding agreement

NLC checks:
Right people and proper process?
Is there lasting benefit?
Money won't be used to buy vehicles or pay off debts.
NLC signs legal agreement with partner organisation.

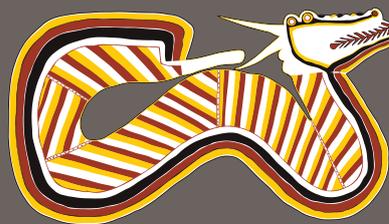
7. The project happens

The project starts and the NLC helps make sure it stays on track.

8. Looking back

Did the project benefit the group / community as planned?
Was the money used in the right way?





**NORTHERN LAND
COUNCIL**

Our Land, Our Sea, Our Life

NLC Head Office

45 Mitchell Street
Darwin, NT 0801
Tel (08) 8920 5100
Fax (08) 8920 5255
GPO Box 1222

www.nlc.org.au
cpd@nlc.org.au