

# **Making Good from Bad**



**Learning from the Abbott Government's Indigenous Advancement Strategy**

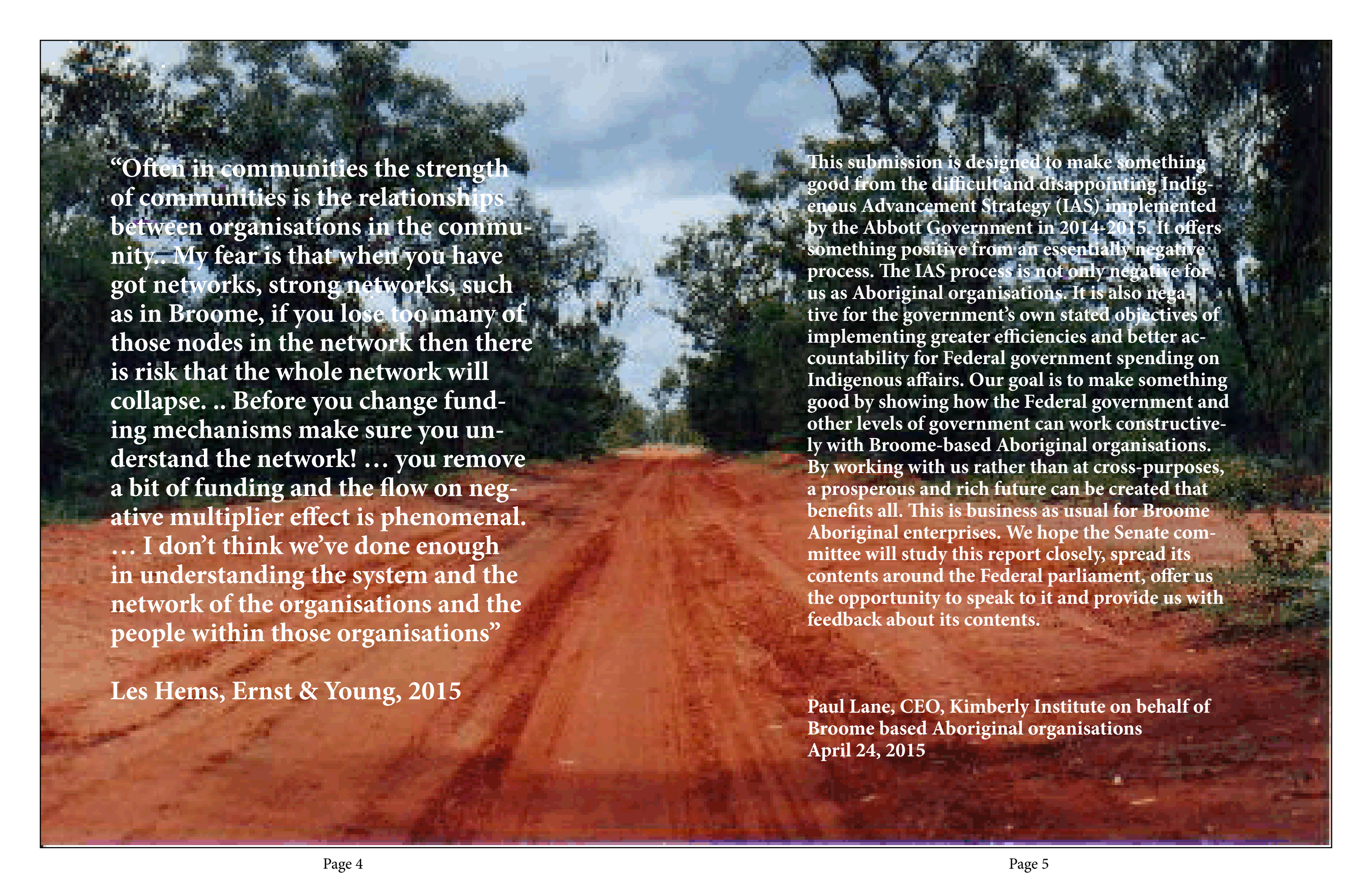
**Broome based Aboriginal Organisations Submission to the Finances and Public Administration References Committee Inquiry into the Rollout of Funding under the Indigenous Advancement Strategy**

**Kimberley Institute**

**April 2015**

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A photograph of a dirt road winding through a forest of tall trees. The road is reddish-brown and leads into the distance. The trees are green and dense, with sunlight filtering through the canopy. The sky is visible in the background, showing some clouds.

“Often in communities the strength of communities is the relationships between organisations in the community. My fear is that when you have got networks, strong networks, such as in Broome, if you lose too many of those nodes in the network then there is risk that the whole network will collapse. .. Before you change funding mechanisms make sure you understand the network! ... you remove a bit of funding and the flow on negative multiplier effect is phenomenal. ... I don't think we've done enough in understanding the system and the network of the organisations and the people within those organisations”

Les Hems, Ernst & Young, 2015

This submission is designed to make something good from the difficult and disappointing Indigenous Advancement Strategy (IAS) implemented by the Abbott Government in 2014-2015. It offers something positive from an essentially negative process. The IAS process is not only negative for us as Aboriginal organisations. It is also negative for the government's own stated objectives of implementing greater efficiencies and better accountability for Federal government spending on Indigenous affairs. Our goal is to make something good by showing how the Federal government and other levels of government can work constructively with Broome-based Aboriginal organisations. By working with us rather than at cross-purposes, a prosperous and rich future can be created that benefits all. This is business as usual for Broome Aboriginal enterprises. We hope the Senate committee will study this report closely, spread its contents around the Federal parliament, offer us the opportunity to speak to it and provide us with feedback about its contents.

Paul Lane, CEO, Kimberly Institute on behalf of Broome based Aboriginal organisations  
April 24, 2015

## Acronyms and Abbreviations

ATSIC - Aboriginal and Torres Strait Islander Commission

Broome Model - the Broome Collaborative Investment Partnership

BAMA - Broome Aboriginal Media Association (Goolarri Media Enterprises)

CAEPR - Centre for Aboriginal Economic Policy Research

CDEP - Community Development Employment Programme

CSP - Community Service Provider

GME Goolarri Media Enterprises (operational arms of Broome Aboriginal Media Association)

JSP - Job Service Provider

KTI - Kimberley Training Institute

KALACC - Kimberley Aboriginal Law and Culture Centre

KLRC - Kimberley Language Resource Centre

NGOs - Non-Governmental Organisations

PBC - Prescribed Body Corporate

PMC - Prime Minister and Cabinet (the Commonwealth department overseeing the Indigenous Advancement Strategy roll out and consultations).

SIP - Social Investment Partnership

SROI - Social Return on Investment

YKC - Yawuru Knowing Our Community Household Survey

YSEA - Yawuru Social Enterprise Alliance the formative based for the Broome Collaborative Investment Partnership



## **The Indigenous Advancement Strategy (IAS) was a debacle.**

- **The Commonwealth government through the IAS did not and is not engaging constructively with local aspirations, innovations, ideas and solutions.**
- **The Commonwealth government through the IAS did not take any account of the empirical evidence of the Yawuru Broome household survey, arguably the most reliable and valid survey of an Aboriginal population in Australia.**
- **The process of consultation and communication for the IAS process was completely deficient in Broome and most probably elsewhere..**

## **Summary of Findings/Recommendations**

**The interviews with the CEOs of Broome based Aboriginal organisations that form the backbone of this submission are stand alone organisation and sector specific findings, recommendations and commentary on the Indigenous Advancement Strategy. We recommend that all of these interviews are considered carefully by the Senate and the Australian government.<sup>1</sup>**

[Kimberley Centacare](#)

[Milliya Rumurra](#)

[Broome Regional Aboriginal Medical Services](#)

[Nirrumbuk](#)

[Jalygurr-Guwan](#)

[Mamabalanjin](#)

[Broome Aboriginal Media Association \(BAMA\) \(Goolarri Media Enterprises \(GME\)\)\\*](#)

[Kimberley Institute/Ernst Young](#)

\* Minor Edits

**However there are certain common and agreed findings that are shared by the Broome based organisations.**

1. **The Indigenous Advancement Strategy (IAS) was a debacle.**
  - **The Commonwealth government through the IAS did not and is not engaging constructively with local aspirations, innovations, ideas and solutions.**
  - **The Commonwealth government through the IAS did not take any account of the empirical evidence of the Yawuru Broome household survey, arguably the most reliable and valid survey of an Aboriginal population in Australia.**
  - **The process of consultation and communication for the IAS process was completely deficient in Broome and most probably elsewhere.**
2. **A central problem of the IAS process was that the Federal government's need to cut the Aboriginal bud-**

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<sup>1</sup> To listen to these interviews and access each interview simply double click on the hyper links above. Any problems see Appendix II of this submission

get seemed to over-ride the stated intentions of the IAS. Many Broome-based IAS applicants felt betrayed and let down by this. All organisations went to considerable trouble to engage CEOs and staff, consultants and experts to produce high quality applications. Despite this the IAS provided funding streams for old services and in some cases the reduced levels meant that the organisation had to close the project down (Go to for example [Jalygurr-Guwan Children of the Pearl](#))

3. There needs to be an effective whole of government regional negotiation over the resources and services delivered by and to Aboriginal people and organisations in Broome, the Kimberley and all other Australian regions.

4. Regional based population evidence and payment needs to inform all negotiations between Aboriginal people, their organisations and governments.

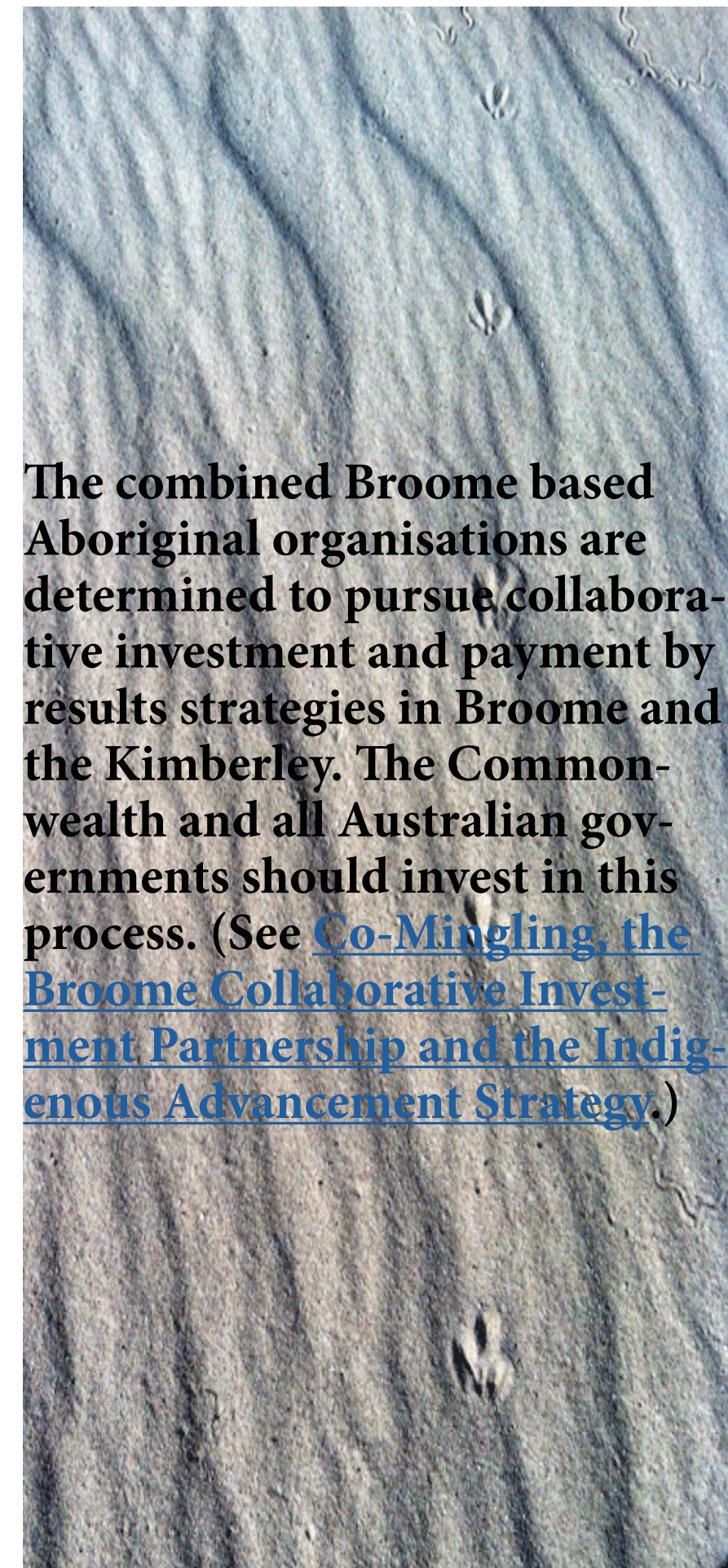
5. The Commonwealth should underwrite and support the principle of collaborative social impact investment and payment by results strategies currently underway in Broome and the Kimberley, and which have been successful in the UK and in NSW.

6. The combined Broome based Aboriginal organisations are determined to pursue collaborative investment and payment by results strategies in Broome and the Kimberley. The Commonwealth and all Australian governments should invest in this process. (See [Co-Mingling, the Broome Collaborative Investment Partnership and the Indigenous Advancement Strategy](#).)

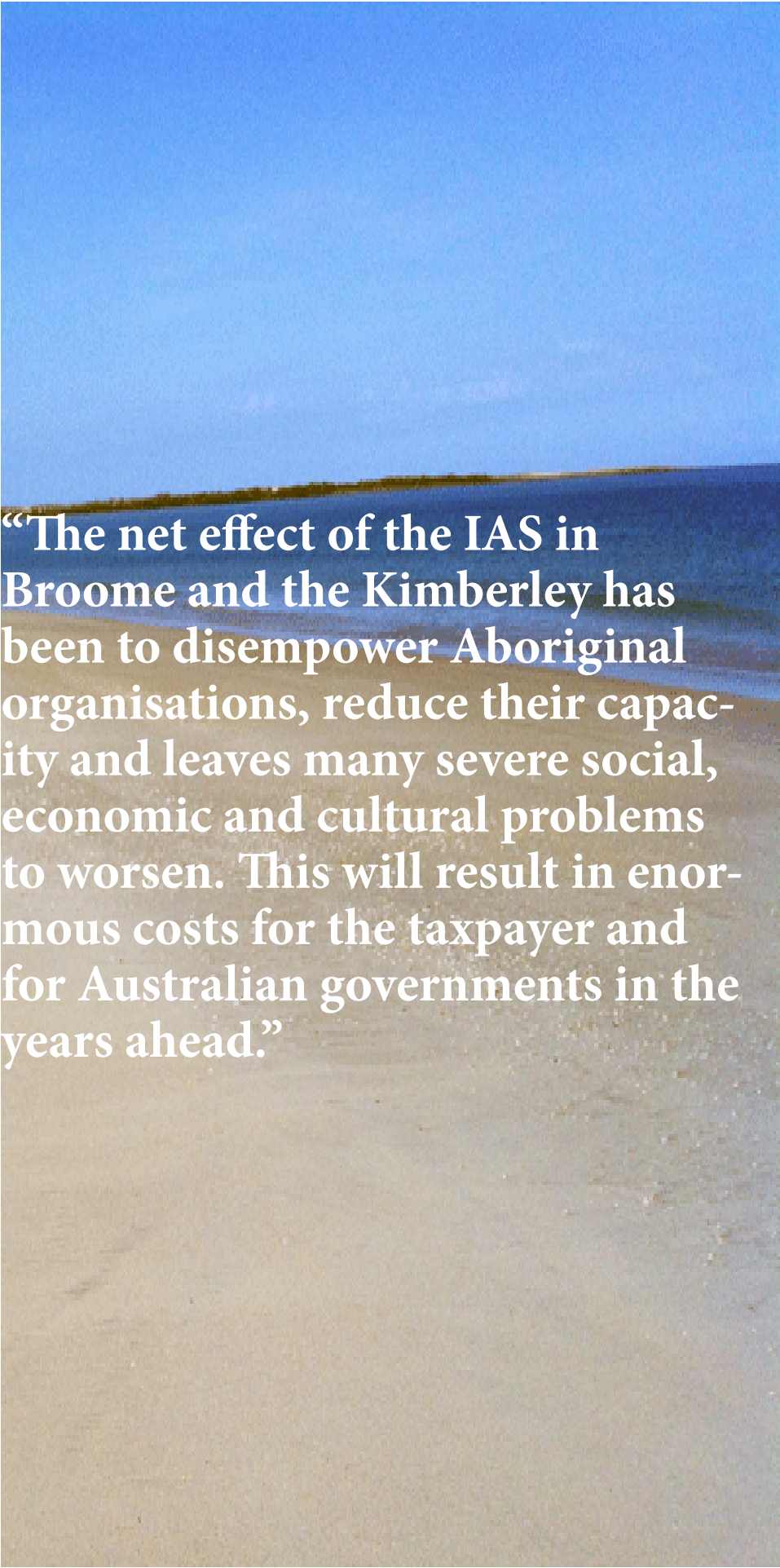
7. The combined Broome based Aboriginal organisations will conduct regular collaborative discussions with government, the private sector, philanthropic organisations and high net worth individuals to maximise the economic, social and cultural well-being of Aboriginal people in Broome and the Kimberley. (See for example [The Evolution of Mamabalanjin: From Homelands and Outstations to Social Business](#))

8. Local organic leadership is the foundation for robust solutions and social innovations and appropriate responses to community challenges and problems. The IAS process undermined and disempowered local know-how. (See on this [The Importance of Proper Consultation for Collaboration and Partnerships](#))

9. The combined Broome based Aboriginal organisations note Chapter Four of the recent Empowered Com-



**The combined Broome based Aboriginal organisations are determined to pursue collaborative investment and payment by results strategies in Broome and the Kimberley. The Commonwealth and all Australian governments should invest in this process. (See [Co-Mingling, the Broome Collaborative Investment Partnership and the Indigenous Advancement Strategy](#).)**



**“The net effect of the IAS in Broome and the Kimberley has been to disempower Aboriginal organisations, reduce their capacity and leaves many severe social, economic and cultural problems to worsen. This will result in enormous costs for the taxpayer and for Australian governments in the years ahead.”**

munities Empowered Peoples report namely that there are five systematic funding problems in Indigenous affairs

- expenditure growth without achieving outcomes
- the current approach is almost entirely supply driven
- there is a large industry with vested interests servicing indigenous dysfunction
- there are too many layers of bureaucratic process and red tape and
- there is an ongoing lack of transparency around funding spent in localities and regions

10. The Indigenous Advancement Strategy process embodies all of the problems articulated in 9 above and took these problems to a new low. This has had a very demoralising effect on Aboriginal community leaders and organisations. (See on this [Working on the Frontlines of Alcohol and Drug Rehabilitation: Milliya Rumurra](#))

11. The net effect of the IAS in Broome and the Kimberley has been to disempower Aboriginal organisations, reduce their capacity and leaves many severe social, economic and cultural problems to worsen. This will result in enormous costs for the taxpayer and for Australian governments in the years ahead. (See on this [Invest in Well Being and Health: Broome Aboriginal Regional Medical Services \(BRAMS\)](#) and [Nirrumbuk: Sustainable Employment Outcomes](#).)

## On-line Interviews with Broome-based Aboriginal Organisations by date

The following interviews were conducted by Peter Botsman, Secretary of the Broome owned ISX from April 19-22 and are available on the Sound Cloud platform. They are un-edited and can be listened to in full by following the links highlighted below.

[The Importance of Proper Consultation for Collaboration and Partnerships](#) - Michael King, Centacare Kimberley, Broome, 22 April, 2015

“The IAS process was a debacle” – Michael King

“If you froze the Kimberley at any moment in time, 20 percent of residents would not be at their permanent place of residence” – Michael King

“The Kimberley has issues that are specific. They cannot be linked to things that are happening in remote Victoria or NSW” – Michael King

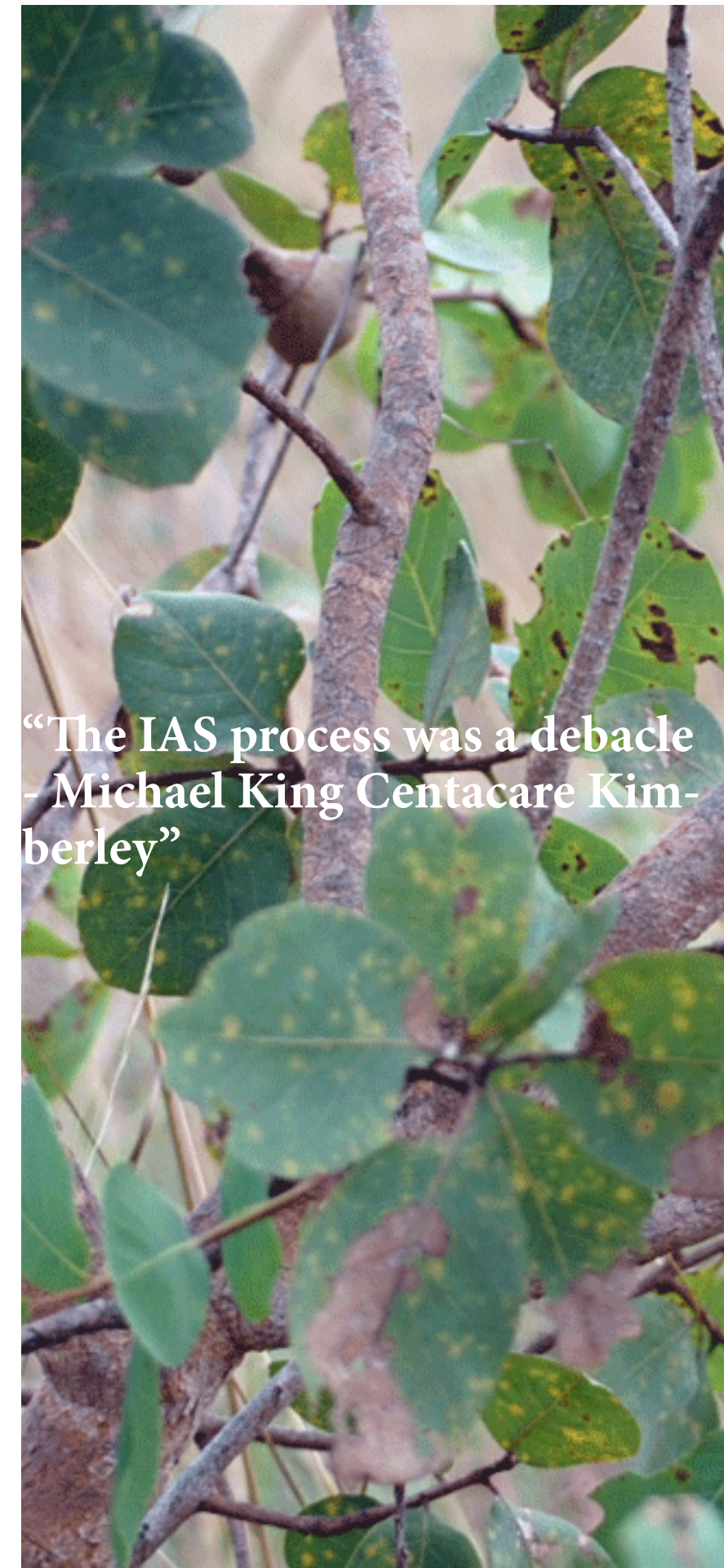
“There is a bit of shock in the community about the kind of organisations that were successful under the IAS” – Michael King

“The Kimberley is facing some very real pressures. We have the highest homeless figures, the highest hospitalisation rates, the highest levels of renal failure and diabetes, the highest number of amputees and more.. local people are better placed to identify these pressures as they arise and to come up with solutions”. – Michael King

“Kimberley organisations work very well together... developing funding models and programs that support our work together is very important” – Michael King

“Social impact bonds help us to measure what we are doing and how effectively we are working together. I think that kind of initiative is very positive step forward” – Michael King

“We got five emails to say we were unsuccessful.. then I got a letter. It got to the point where I thought they were rubbing it in my nose. We put together a very good appli-



“The IAS process was a debacle  
- Michael King Centacare Kimberley”



cation I look forward to receiving feedback about why we didn't get it. But I don't expect that feedback anytime soon." – Michael King

Centacare Kimberley is on the frontline of the homelessness crisis facing Broome. CEO Michael King described the IAS process as a debacle. At a time when there needed to be collaborative partnerships to face the serious problems concerned the closure of homelands and Broome's ongoing issues of transient populations, the six week time frame for submitting applications made it impossible for the thirty odd Broome social sector organisations to discuss any kind of participation. At best they could simply tell each other they were applying for funding. There was no time to discuss anything other than to say we are submitting an application.

To hear the above interview in full, copy the following url into your internet browser: <https://soundcloud.com/kangarooova/the-importance-of-proper-consultation-michael-king-centa-care-kimberley>

[Working on the Frontlines of Alcohol and Drug Rehabilitation: Milliyya Rumurra](#), April 21, 2015, Broome, (50 minutes)

"For every dollar you spend on alcohol and drug rehabilitation you get an \$11 return on investment" – Andrew Amor

"On 1 July 2014 we had some interesting news. We were told we had to tender for the highly acclaimed and respected services we had been providing for over thirty years. We were told that with the withdrawal of Aboriginal Hostels funding we faced a 29 per cent decrease in our annual budget. We were told that we were not going to get any CPI increases for our funding. Then in order to comply with fair work guidelines we were told to pay all staff members an increase of 3 per cent. At the same time our regulator ORAC was saying: What is going on?" – Andrew Amor

"I was a little concerned at the lack of knowledge about alcohol and drug issues in Prime Minister and Cabinet" – Andrew Amor

"Why did we go through this process (the Indigenous Advancement Strategy)? What was the intention of this process?" – Andrew Amor

For an organisation versed in facing individual crisis, Milliyya Rumurra faced its own funding crisis in 2014 that would have tested the strongest leaders and staff. CEO Andrew Amor and Milliyya Rummurra put forward urgently needed innovations

for supporting Aboriginal people facing drug and alcohol problems through the Indigenous Advancement Strategy. The net result was reduced service levels, staff redundancy and no investment in the strategies that the organisation had been developing over a long period of time as an Aboriginal drug and rehabilitation strategy that was unique in Australia. The Milliyya Rumurra CEO pleads for a bi-partisan agreement to recognise the foundation frontline enterprises facing the current problems of meth-amphetamines as well the ongoing problems of alcohol and other drugs.

To hear the above interview in full, copy the following url into your internet browser: <https://soundcloud.com/kangarooova/working-on-the-frontlines-of-alcohol-and-drug-rehabilitation-milliyya-rumurra/s-q1keb>

[Invest in Well Being and Health: Broome Regional Aboriginal Medical Services \(BRAMS\)](#) April 21, 2015, Broome (37 minutes)

"It cost us half of what we received to resource the IAS application process" – Henry Councillor

"They (PMC) kept on referring us back to the guidelines that they themselves did not understand" – Henry Councillor

CEO Henry Councillor talks about the aspirations of Broome Regional Aboriginal Health Services (BRAMS) to invest in health and well-being as a major positive investment for government and the community. Since 1978 BRAMS have been the primary health care provider for Aboriginal people in Broome townships. BRAMS put forward a proposal to create a health and well-being centre that would build on the 58,000 yearly client contacts of its health professionals. Despite having arguably the best evidence base in Australia based on the unique Broome Household Survey the Indigenous Advancement Strategy provided barely enough to pay for the submission BRAMS made to the Indigenous Advancement Strategy process.

To hear the above interview in full, copy the following url into your internet browser: <https://soundcloud.com/kangarooova/invest-in-well-being-and-health-broome-aboriginal-regional-health-services-brams/s-M90kA>

[Nirrumbuk: Sustainable Employment Outcomes](#) April 20 Broome (52 minutes)

"We got penalised for being accountable" – Rosie Sahanna

CEO Joe Grande and Chairwoman Rosie Sahanna talk about Nirrumbuk Aboriginal Corporation's 25 years of achievement and the realities of sustainable employment outcomes. They also talk about the disappointment of not receiving a single dollar from the Indigenous Advancement Strategy (IAS). The application for the IAS took a great deal of time from the Nirrumbuk team. The IAS appeared to be looking for solutions but in reality it was a way to cut the Commonwealth Aboriginal budget. Nirrumbuk are a highly successful Aboriginal corporation but it was as if they were being penalised for being successful.

To hear the above interview in full, copy the following url into your internet browser: <https://soundcloud.com/kangarooova/nirrumbuk/s-7QNK3>

[Jalygurr-Guwan Children of the Pearl](#) April 20 Broome (34 minutes)

In this interview Jalygurr-Guwan Chairman Tim Garrat and Service Manager Sonia Galloway talk about their experience with the Indigenous Advancement Strategy. Jalygurr-Guwan Aboriginal Corporation have been running multi-functional childrens services for over 20 years. Their application for funds through the IAS was "successful" to continue their play group at the Beagle Bay community 100kms north of Broome. The catch was that it was about 60 per cent of what they asked for. They reluctantly declined because the funding would have made the project completely unsustainable.

To hear the above interview in full, copy the following url into your internet browser: <https://soundcloud.com/kangarooova/children-of-the-pearl-an-interview-with-tim-garrat-and-sonia-galloway/s-n1NVw>

[The Evolution of Mamabalanjin: From Homelands and Outstations to Social Business](#) April 19, 2015, Broome

Neil Gower CEO, Mambulanjan, Broome talks about the organisations flag stone project, a remarkable native tree nursery, and about his astonishment that the Indigenous Advancement Strategy ignored the flag stone project and simply continued to fund Mamabalanjin's traditional Broome night patrol project. In effect the advancement strategy was not advancement but just the maintenance of an old program and a reluctance to invest in anything new.

To hear the above interview in full, copy the following url

into your internet browser: To hear the above interview in full, copy the following url into your internet browser: <https://soundcloud.com/kangarooova/neil-gower-mama-balanjan/s-0mGU8>

[Imagine what we could do if they gave us a little bit more!](#)

Jodie Bell and Kira Fong, Broome Aboriginal Media Association (Goolarri Media Enterprises), Broome, 19 April, 2015 (25 minutes)

"We are getting punished because we are entrepreneurial" – Jodie Bell

"If we just relied on government money Goolarri would consist of a radio station manager, two part time broadcasters, a cleaner and a receptionist.. imagine what we could do if they gave us a little bit more" – Jodie Bell and Kira Fong

The Broome Aboriginal Media Association (BAMA)/ Goolarri Media Enterprises (GME) operates by receiving grants from both the Federal and State Governments in relatively small packets, and out of relatively limited focus programs, on an annual or program by program basis. The organisation is entrepreneurial and derives other income and in-kind support from the private and business sector to support its various programs and activities. The organisation employs a total of 42 dedicated people of which 21 full-time and 16 part-time are Indigenous. BAMA also hires approximately 200 casuals annually of which 180 are Indigenous. BAMA has a commendable record of commitment to individual, personal and professional development. This commitment to the Indigenous communities extends beyond the individual by providing support and opportunities to Indigenous owned business.

To hear the above interview in full, copy the following url into your internet browser: <https://soundcloud.com/kangarooova/the-importance-of-rewarding-innovation-goolarri-media-enterprises/s-seQCC>

[Co-Mingling, the Broome Collaborative Investment Partnership and the Indigenous Advancement Strategy](#), Les Hems, Ernst & Young, Sydney, 19 April, 2015, 65 minutes,

This interview covers a lot of territory including the following:

- the emergence of the social investment state under UK Prime Ministers Tony Blair and David Cameron

- thinking about how Australia had not created the levels of “social impact funding” but in some areas had gone beyond UK social impact models
- the emergence of a clear road map towards social impact investment in the UK and a muddy road map in Australia
- the reason for the new move towards social impact investment “civil sector organisations have the potential to make better use of the funding that’s available
- the emergence of public sector mutuals in the UK that have grown to the point where there are now 100 public sector mutuals with a turn-over of over \$3 billion employing 35,000 employees
- the importance of building an evidence base for new models of enterprise development
- The Kimberley Institute has been working on a community investment model since 2012 more recently Ernst & Young (ET) have been working on the development of payments by results strategies to convince social investors and government that they should invest in the unique Broome Aboriginal organisations with their unique innovative entrepreneurial spirit and resilience.
- The discussion compares Australia’s current situation of budget cutting and the way this impacted on the Indigenous Advancement Strategy with the UK and the austerity measures introduced after the Global Financial Crisis. The difference was that even though the British cut backs were severe many organisations were multi-functional and survived by re-defining themselves.
- The great danger of the current situation in Australia is that whole inter-locking networks of Aboriginal organisations could be wiped out by the effect of the budget cutbacks delivered through the Indigenous Advancement Strategy. Les Hems says it is of the highest priority to do “network analysis” that is understanding all the resources the community has at its disposal. “Often in communities the strength of communities is the relationships between organisations in the community.. My fear is that when you have got networks, strong networks, such as in Broome, if you lose too many of those nodes in the network then there is risk that the whole network will collapse. .. Before you change funding mechanisms make sure you understand the network! ... you remove a bit of funding and the flow on negative multiplier effect is phenomenal. ... I don’t think we’ve done enough in understanding the system and the network of the organisations and the people within those organisations”

- “building an evidence base for social impact investment is a worthy investment...”
- “evidence and outcome measurement can be embedded into quite small organisational practice it doesn’t have to be rocket science”
- “transparency is very important”
- “getting unit costing into the public domain is crucial”
- “social franchising is an important way of sharing best practice strategies across civil sector organisations”
- Social Return on Investment analysis is cost benefit analysis that recognises financial as well as social benefits for multiple stakeholders
- Co-mingling is about working across different financial supporters and trying to use the different criteria required by investors and funders to increase social impact investment strategies and better operability for social organisations. This is perhaps the major way forward for struggling Indigenous organisations who have been hurt by the current Federal government’s Indigenous Advancement Strategy. But the risks of the current Federal cutbacks with no analysis of the networks supporting social and economic outcomes are disturbing.

The views expressed in this interview are the views of the interviewee, not Ernst & Young. This interview provides general information, does not constitute advice and should not be relied on as such. Professional advice should be sought prior to any action being taken in reliance on any of the information. Liability limited by a scheme approved under Professional Standards Legislation.

To hear the above interview in full, copy the following url into your internet browser: <https://soundcloud.com/kangarooova/co-mingling-the-broome-collaborative-investment-partnership-and-the-indigenous-advancement-strategy>

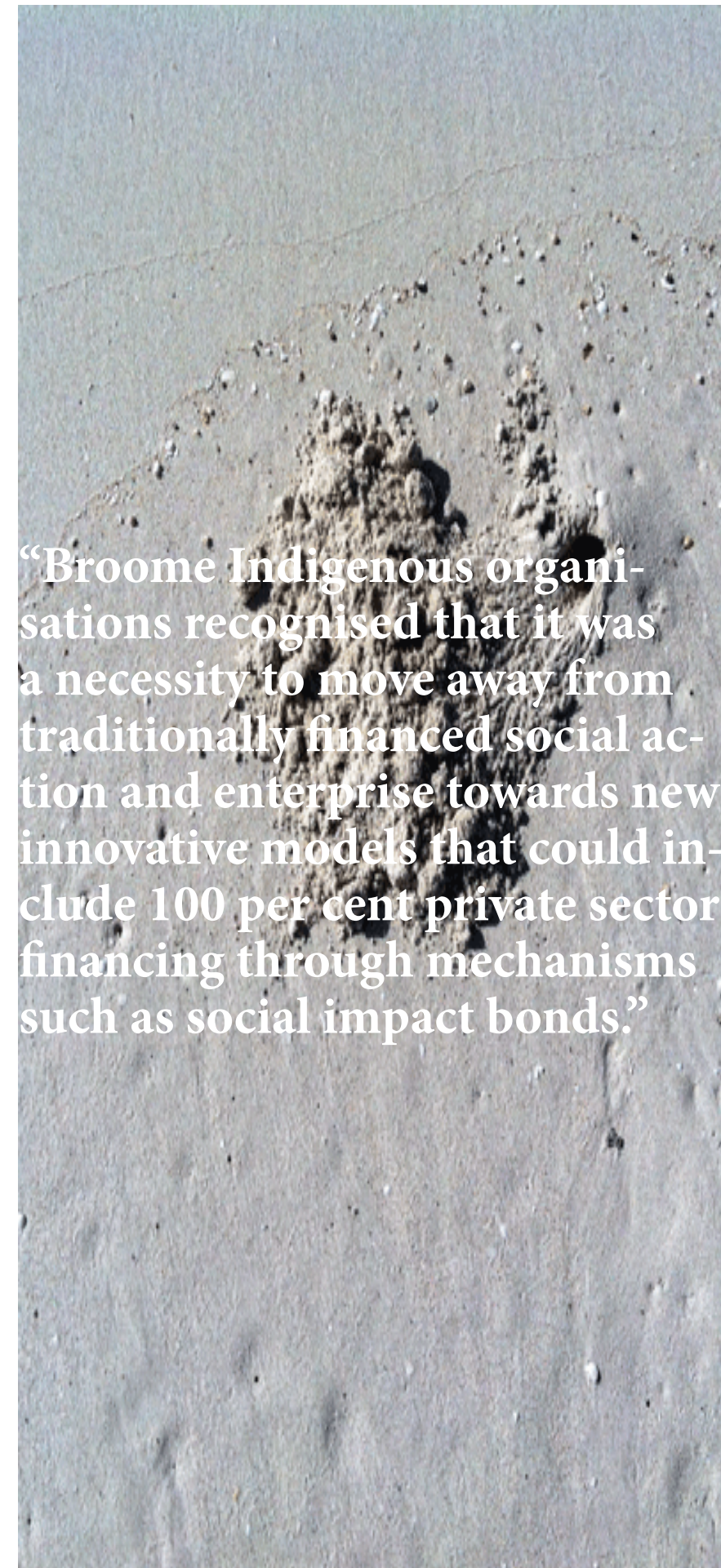
## Understanding Broome

Broome is an epicentre of Aboriginal law and culture. Deeply significant law and cultural knowledge has always existed in the Broome area. The pathways and song cycles to Broome run from the north, south, east and even west from the sea and islands of the Kimberley coast. Broome has always been a place where Aboriginal people from all over the region congregated for ceremonies, consultations and to arrive at common goals.

In the time before colonisation Broome was not a built up town in the European sense but it was always a settled community and a law place where ceremony and customary law was practiced. In European terms the land was a cathedral for ceremony, learning and communications that was actively managed by the Yawuru people and actively visited by many other Aboriginal peoples.

In August 2010, the Yawuru Area Global Agreement was registered as a formal resolution to issues arising out of the Rubibi 6 (2001) and Rubibi Community (2006) native title claims, thereby finalising an 18 year process of native title claim preparation, mediation, bitter litigation and successful negotiation by Yawuru native title holders. This settlement of Yawuru native title lands was signed by the Shire of Broome, the State of Western Australia, Yawuru Native Title Holders Aboriginal Corporation RNTBC and Nyamba Buru Yawuru Ltd (NBY) as the Prescribed Body Corporate (PBC). Valued at almost \$200 million dollars as a combined land and financial package, the Global Agreement, in the form of two Indigenous Land Use Agreements (ILUAs), secures Yawuru as a prime equity partner in Broome's economy and in its conservation management and social development. The Agreement sets aside \$20 million for social housing in recognition of the priority with which Yawuru treat the matter of adequate housing for Aboriginal people in Broome. The agreement also resolved heritage issues affecting land required for future development and around Broome and it now makes land available for the development of residential and industrial areas, for tourism and for future airport development.

While native title rights have been granted to the Yawuru people, Broome has always been a place where many other Aboriginal peoples lived and congregated. Australian governments have not understood the multi-dimensional



“Broome Indigenous organisations recognised that it was a necessity to move away from traditionally financed social action and enterprise towards new innovative models that could include 100 per cent private sector financing through mechanisms such as social impact bonds.”

aspects of this situation. The unique Aboriginal institutions that have arisen in Broome have reflected the aspirations of the Aboriginal diaspora. They hold whole communities together and collaborate in ways that many mainstream people take a long time to understand.

The combined Aboriginal organisations have a central, front line and organic role to play in social, cultural and economic development of the region. The Abbott Federal government's recent re-organisation of Commonwealth support for Aboriginal organisations and the so-called Indigenous Advancement Strategy seemed like it might be an opportunity for government, its representatives and managers, to listen and build upon the local, organic leadership of the Broome-based Aboriginal people and their organisations. Instead it was another, in a long line of government failures, to work with and benefit from the fruits of Aboriginal leadership and cultural capital.

### **Broome Collaborative Investment Partnership**

The process for the Yawuru to achieve their Native Title Outcome was a long drawn out process in which the State of Western Australia fought the Yawuru at every point. The Yawuru were generally supported and encouraged by the diversity of the Aboriginal community based organisations and their members during that process even if only by the fact that all Broome Aboriginal community organisations have substantial memberships drawn from the Yawuru Community.

While the Native Title outcome was expected to deliver substantial economic and social outcomes for the Yawuru there was a recognition across the leadership of the broader Aboriginal community of Broome that the achievement of native title for the Yawuru presented a real opportunity for Broome-based Aboriginal community organisations in partnership with the Yawuru to develop a new framework for engagement between the Aboriginal people of Broome and governments, industry and other agencies involved in the future of Broome, the Dampier Peninsula and the Kimberley.

In July 2010 a workshop was held in Broome convened by Goolarri Media Enterprises at their facility in Blackman Street and chaired by Patrick Dodson to explore and consider how Aboriginal organisations in Broome could work together.

The goals for the workshop were:

- To consider a framework where Yawuru could maximise the outcomes from the Global Agreement with the State of Western Australia for the Yawuru people in partnership with

Broome-based Aboriginal community organisations

- To create and facilitate economic, cultural and social opportunities through a new mechanism called the Yawuru Social Enterprise Alliance – "YSEA". (This has evolved to become now the Broome Collaborative Investment Partnership)
- To build economically and culturally sustainable communities and enterprises in Broome and throughout the Kimberley
- To build sustainable, nationally and internationally networked enterprise and community capacity building projects in the region.
- To create proponent driven mechanisms that will create a framework that previously has not existed to facilitate and support communities, organizations and enterprises via partnerships
- Build new and sustainable business by identifying funding sources and brokering new investment from previously untapped sources and using the leverage from Native Title outcomes
- Create opportunities for investment by the private sector into partnerships with social capital and social profit outcomes.
- Facilitate opportunities that previously have not been accessible to Indigenous Communities, by creating solutions based strategies with innovative thinking
- Address duplication and lack of coordination between agencies that are charged with providing services to communities.

Following from the workshop, individual organisations began looking at ways that the principles might be applied to their organisations and to consider the opportunities that might be explored to demonstrate that as alliance model was a viable strategy for both Yawuru and the other Broome-based Aboriginal community based organisations.

### **We know our community best..**

As Aboriginal people we know our community best but this is not just because we have intimate, close ties with families it is also because we have undertaken research

that few government departments could ever hope to match. In keeping with the goals of the YSEA workshop in 2011 Yawuru commissioned the “Yawuru Knowing Our Community Household Survey” (YKC Survey) and contracted the Kimberley Institute to conduct the survey in partnership with the Centre for Aboriginal Economic Policy Research (CAEPR) at the Australian National University. Every Aboriginal household in Broome was surveyed. The survey was more comprehensive than any similar government based survey including the census and because it was run by Aboriginal agencies, households actively cooperated with the survey teams. This provided the first layer of empirical evidence about the nature and dimension of the Aboriginal society of Broome. It provided foundational data around which Yawuru and other Broome based Aboriginal community organisations could plan strategies for service delivery for their members and the community more generally.

“The YKC survey was conducted between April and July of 2011. It engaged a total of 997 Indigenous households in private dwellings in the Broome area. Of these, as many as 928 (93%) participated in the survey and 69 (7%) declined the offer. As for people resident in non-private dwellings or homeless, the survey contacted a total of 249 individuals in various non-private dwelling as well as at various well-known camping sites around the town. This survey was unique in many ways. It was not the first survey of Indigenous households ever to be conducted in an urban centre, not least in Broome, but it was the first such survey to be fully comprehensive in coverage and to be fully developed, managed, conducted and controlled by local Indigenous organisations and local Indigenous residents for the primary purpose of informing their own local planning needs. While non-Indigenous staff from CAEPR assisted, the exercise itself can only be described as the first truly indigenous social survey on a whole-of- population scale.”

The population survey conducted by the Kimberley Institute was arguably the first real Aboriginal population survey conducted in Australia. It yielded a gold mine of information that allowed Broome Aboriginal organisations to map their future and to think about community needs and services. It also showed how official statistics were distorted and incorrect when it came to understanding the dynamics of the local Indigenous community. Amongst other things it showed that Broome’s transient Indigenous population was 61 per cent higher and that Broome’s permanent residential Indigenous population was 41 per cent higher than the previous census count. Broome Aboriginal organisations continue to build on this important path breaking population data and information. One of the outcomes



of the research was the realisation that the Indigenous population and constituency was one of the largest regional Indigenous populations in Australia and that the new native title body would have the responsibilities of a regional sized shire council but without the rate or tax base. This knowledge focused the leadership of all of the Broome based Aboriginal organisations in their quest to serve their people. There was no question that innovation and collaborative solutions were needed.

<b>Yawuru Knowing Your Community</b>	
<b>Population Survey 2011</b>	
<i>Persons in indigenous private dwellings</i>	
Indigenous residents present	2,904
Indigenous residents absent	240
Indigenous visitors	317
Non-Indigenous residents present	214
Non-Indigenous residents absent	10
Non-Indigenous visitors	7
Indigenous de jure residents declined to participate (1)	235
Indigenous de facto residents declined to participate (1)	242
Non-Indigenous de jure residents declined to participate (1)	17
Non-Indigenous de facto residents declined to participate (1)	17
<b>Indigenous de jure population in private dwellings</b>	<b>3,379</b>
<b>Indigenous de facto population in private dwellings</b>	<b>3,463</b>
<b>Total de jure population in Indigenous private dwellings</b>	<b>3,620</b>
<b>Total de facto population in Indigenous private dwellings</b>	<b>3,684</b>
<i>Indigenous persons in non-private dwellings/homeless</i>	
Residents	90
Visitors	159
Total Indigenous persons in non-private dwellings	249
<b>Total Indigenous de jure population</b>	<b>3,469</b>
<b>Total Indigenous de facto population</b>	<b>3,712</b>
<b>Nyamba Buru Yawuru Indigenous service population</b>	<b>3,945</b>
<b>Nyamba Buru Yawuru potential Indigenous service population(2)</b>	<b>8,763</b>

(1) Estimated by the application of average occupancy rates from participating households.

(2) Estimated as Indigenous service population minus current Indigenous visitors to private dwellings plus esti-

mate of maximum Indigenous visitors to private dwellings from survey question.

## **Selected Strategies and Projects**

Since 1978 there have been many Broome-based Aboriginal projects and organisations that evolved to support Aboriginal needs in the Kimberley. After the July 2010 workshop it was tacitly agreed that organisations would explore opportunities that may fit into the aspirations that were addressed at the workshop. Subsequently some projects started to emerge.

### *Goolarri Media Enterprises*

Goolarri Media Enterprises (GME) is a fully owned subsidiary of the Broome Aboriginal Media Association (BAMA). BAMA itself goes back to the period of Broome Aboriginal leadership in which local leaders wanted to establish a Broome identity, media presence and recognition of its unique cultural diversity.

GME was established in 1996 as an operational arm of BAMA. Over the past 18 years, GME has transitioned from a traditional media service to a broader training and capacity building organisation with a vision of closing the gap<sup>5</sup> for all Indigenous peoples across the Kimberley region.

Specifically GME invests in Indigenous people through education, training and employment pathways using media channels and events as a means of community engagement, knowledge sharing and cultural exchange.

It achieves these aims through delivering a range of activities, which broadly fall into five main categories

- \* Television and radio station management
- \* Media content production and distribution
- \* Training in media skills, production and event management
- \* Leadership and personal development programs
- \* Community events and showcases

GME's approach has a number of unique features that underpin its effectiveness:

- \* Flexibility in design and delivery of its training and leadership programs - The training courses and programs are delivered in a flexible way that supports the strengths of the participants and builds on the knowledge and skills that they have allowing individuals to learn at their own pace and grow their self-esteem.

\* Focus on practical 'on-the-job' learning - Accredited and non-accredited training is delivered on-the-job to give participants practical work experience and confidence to pursue other opportunities in the fields of media and communications.

\* Development of a broad spectrum of skills - GME fosters development of skills across a broad spectrum of platforms making trainees more employable.

\* Multiple and complementary support mechanisms - GME supports Indigenous participants by providing on-the-job mentoring, flexible working arrangements or referrals to other support.

\* Involvement of Indigenous facilitators and traditional elders – Connecting trainees with Indigenous facilitator or elders ensures that training and support are provided in a culturally sensitive manner and provides participants with role models to whom they can relate to.

\* Community involvement and engagement - Local Aboriginal community has an input and plays a role in the development and delivery of its activities which builds trust and acceptance.

As a result of the services that GME offers combined with the unique way in which they deliver such interventions, the people who benefit from the efforts of the organisation fall into one of four main stakeholder groups:

\* Aboriginal young people and adults develop skills and increase their job readiness. They increase their own aspirations, increase their self-esteem and set goals. As a result, they go on to further education or training, and secure employment. This sets them up to being able to access better employment opportunities, increase their income and become role models within their community.

\* Aboriginal small businesses and entrepreneurs receive support and opportunities to sell their products and services, growing their income and increasing sustainability of their ventures. This support small business owners are receiving has led to more individuals demonstrating an interest in starting up their own business as it is seen as a viable means of income generation.

\* Rich Aboriginal culture, knowledge and languages are captured and preserved leading to an increased sense of worth and pride amongst the Aboriginal peoples of the Kimberley region. This creates a stronger identity and

increases wellbeing of the Aboriginal communities in the Kimberley. At the same time, communities have access and are able to contribute in the design of locally relevant content and messages. This increases their capacity to influence the issues that have an impact on their lives and ability to make more informed decisions. In the longer-term, Aboriginal communities experience an improvement in their leadership and governance capacity.

\* The general population is able to better understand Aboriginal people and culture by being exposed to Aboriginal music, history and people through GME's events and media channels. This leads to greater acceptance and empathy for Aboriginal people.

GME's education and training activities are grounded in a "learning-by-doing" approach – participants are able to acquire a variety of media, communications and events management skills by doing actual jobs. This is true for both accredited and non-accredited training provided by GME. Through these activities trainees are able to develop a broad range of skills, often across different multimedia platforms that are applicable to real jobs within the field of media and communications. Even those students that are not successful in attaining Certification report that they gain valuable working experience, learn how to collaborate with others, develop problem-solving skills and improve communications skills. The skills they acquire and other personal attributes they develop make these participants more job-ready.

95% of students come from disadvantaged background and therefore could potentially struggle to meet the requirements of a traditional training course and hence result in disengagement from the training. To avoid this trap and ensure that Indigenous trainees are engaged and enjoying their learning experience, GME adjusts the course structure and methods of delivery to accommodate varying levels of literacy and numeracy proficiency. This approach actually leads to increased self-confidence of the participants. Through mentoring support GME staff also teach Indigenous trainees how to set goal.

As a result of their newly-developed skills, self-esteem and goal setting, many of the GME's program participants and trainees become more engaged in learning. This is evidenced through their desire to go back to finish school or by pursuing higher levels of education. GME, however, goes further to provide as many opportunities as possible



The task was to develop a Social Investment Partnership that joined Corporate and Philanthropic investors with community based organisations and in outcomes that are underwritten by Governments.



for people to engage in education through the training and education modules they offer online. This allows them to increase the reach of their services particularly to those Indigenous learners located in remote locations. Finally, GME supports Indigenous learners with advice on career development opportunities and career pathways which given them the necessary knowledge and motivation to learn and to pursue further study or training.

These additional skills, experience and improved self-confidence that Indigenous trainees and program participants achieve make them more job-ready and hence leads to increased labour force participation levels and increased employment. By giving them the correct skills and providing them with access to support and role models Indigenous young people and adults are more likely to transition to sustainable employment and to become role models for other Indigenous Australians.

*Examples of outcomes for Aboriginal young people and adults*

\* Accredited training: Since 2011, 110 Aboriginal trainees have undertaken accredited training through Goolarri with 48 successfully achieving certification (44% success rate). In addition, 60 students are currently studying towards a vocational qualification with GME. A large proportion of these students come from disadvantaged backgrounds and / or remote areas.

\* Balyarr Open Learning Centre: Between 2009 and 2012, 5-15 young people per day attended the centre for after school activities. At the centre the young people were encouraged to develop stories using multimedia tools. An evaluation of the Centre established that these activities helped participants to develop a variety of life and social skills, increase confidence and self-esteem, learn appropriate use of social media and cyber-safety.

\* Incu-train Project: In 2011, 39 Year 11 students participated in this project which provided them with support to gain a Certificate II in Creative Industries. 23 students (60%) gained recognised qualifications. In addition, the end of project evaluation found that the participants were able to build resilience and life skills, as well as practical media skills. Finally, the participants showed improvement in their literacy and numeracy skills both of which are critical for future employment prospects.

\* Kimberley Girl: Since its inception in 2004, Kimberley Girl has provided approximately 250 young Indigenous women with personal development training. Anecdotal evidence collected suggests that a significant number of Kimberley Girl participants have drawn on their experience to attain jobs and seek further training and education. A large proportion of partici-

pants also report significant personal development outcomes. 90% of past participants said they had benefitted from the skills acquired during the program and 50% said that their life was better now than it was before they did Kimberley Girl.

\* A Taste of Broome: In 2013, 29 Indigenous people received mentoring, training or opportunities for skills development through A Taste of Broome 2013 events season. In addition, 49 indigenous people (including 8 permanent GME staff) were employed to help host the event

\* Radio broadcasting: Between 2011 and 2014, 15 community volunteers have been provided with training and mentoring support to develop and run their own radio segments. On average, these volunteers have acquired at least 2 hours of radio broadcasting experience per week

\* Events: Between 2011 and 2014, 180 volunteer supported the delivery of GME's events developing a range of skills from hospitality to event management and security.

#### *Outcomes for Aboriginal small businesses & entrepreneurs*

The Aboriginal small businesses & entrepreneurs benefit from the support and the opportunities provided by GME. The consequences of GME's activities for the Aboriginal small businesses & entrepreneurs are summarised in Figure 2:

GME provides Aboriginal entrepreneurs and small businesses with practical support to develop the skills and capabilities necessary to successfully operate their business and identify business opportunities.

This support component of GME's value proposition is important as many Indigenous people are reluctant to start own business as they do not have the right knowledge or business skills to register the business operations, receive necessary licences, establish required contacts, engage in promotional activities or develop a business plan. GME is filling this gap by providing the support aspiring entrepreneurs and artists require to develop viable enterprises.

In addition, GME organise events that provide local Aboriginal businesses and entrepreneurs with commercial opportunities they would not otherwise have. This includes both local musicians and artists who are able to promote their work and to get paid for their performances, as well as merchants who are given an opportunity to

sell their products the events. These events are valuable opportunities for local Indigenous business to increase their sales and promote their products. A Taste of Broome (ATOB) event in particular has become a major sales opportunity for small local Indigenous businesses, as it attracts a large number of local audiences and tourists.

GME's activities have helped grow the market for Indigenous products and services, including the Indigenous talent. The hope is that this will attract more Indigenous individuals to open a small business or pursue a career in the arts. To support this growth GME has established the Indigenous Stock Exchange stock exchange aimed at increasing the number of Indigenous enterprises, and businesses in Broome and the Kimberley.

#### *Examples of outcomes for Aboriginal small businesses & entrepreneurs*

\* Musicians and artists: In 2013, GME provided 55 local artists with performance opportunities through its 17 events. Many of these artists had multiple performance opportunities throughout the year. To ensure that the musicians were able to capitalise on these opportunities and develop their skills both in music and business management, these artists were also given access to information sessions, workshops and rehearsal sessions. GME also utilised its marketing capabilities and media channels to promote the work of these musicians. Six of these artists were considered to be new or emerging artists and hence also received extensive mentoring and management support from GME.

\* Merchants and small businesses: Throughout the 2013/14 ATOB season, 26 local businesses had opportunities to sell their products and services to an estimated 3,400 people.

\* Indigenous Stock Exchange (ISX): Since 2003, the project has promoted over 1,000 Aboriginal businesses; successfully raised investment funds for a wide range of Aboriginal businesses and social enterprises (exact amount raised is not available but is estimated to be in millions); and linked Indigenous business owners to high net worth companies and individuals for mentoring and support utilising its 6,000 strong supporter base.

Kimberley is home to 200 Indigenous communities, many of which are very remote, speaking 34 Indigenous languages. These Indigenous communities make up approximately 50% of the population (18,000 people)

GME works in partnership with local Indigenous organisations and communities to use digital media to help protect, maintain and to proliferate these languages and the rich culture of

Broome and the Kimberley. Many of the local languages and traditions have already been lost as native speakers and elders have passed. GME's goal is to ensure that the oral and cultural practices of the Indigenous people are recorded and digitised so that they do not disappear forever. GME subsequently uses its media platforms to disseminate this cultural knowledge and ensure it is made available to as many people as possible.

Supporting the Indigenous communities to reconnect with its own culture increases their sense of worth and pride. Ultimately, it leads to stronger Indigenous identity and increases wellbeing of the Australian people.

To ensure the relevance of the cultural messages GME are disseminate, they engage community members fully in their design, development and delivery. When the story is being recorded or shared, GME would use local individuals in its productions either to be a feature story teller or to provide support in development of the narrative.

GME radio and TV broadcasting and content development activities engage the community through the provision of paid and voluntary positions to local Indigenous individuals to develop radio content and programs, as well as by distributing social marketing messages or educational content. For example, "Word of the Day" radio segment teaches Yawuru language; "Catch and Cook" TV program promotes healthy and sustainable eating practices which were practiced by the Indigenous population for centuries.

These activities lead to increased understanding and connection to the issues that affect the everyday lives of the Indigenous people and the communities they live in. They also provide information in a culturally relevant way which helps people relate to it. As a result, the people in the Indigenous communities increase their capacity to play a role in influencing the issues that affect them and have more knowledge to make decisions that support their wellbeing. This creates communities which have greater leadership and governance capacities, leading to increased participation of the Indigenous people in the social and economic life of this country.

#### *Examples of outcomes for the Aboriginal communities in the Kimberley region*

\* Radio broadcasting: Delivered 70 hours of local radio programming per week utilising 3 permanent Indigenous

employees and 15 community volunteers. 30% of the radio programming is dedicated to supporting local Indigenous languages or culture through inclusion of cultural content, community announcement or educational programs.

\* Content development for television: Between 2011 and 2014, GME developed 94 specialist media productions covering a diverse spectrum of cultural, language and heritage stories, as well as culturally responsible advertising and social marketing campaigns.

\* NAIDOC Festival: A total of 22 organisations and remote communities worked alongside GME to deliver the 26 festival events in 2014.

\* Community engagement: It is estimated that over 800 community members (excluding GME staff) are directly engaged by GME annually to provide input into the design and delivery of local content. Radio broadcasting operations are responsible for 35% of total community engagement with Indigenous people undertaking interviews, hosting programs or volunteering. Television is responsible for 28% of direct engagements with the community through employment of actors / talent, production crew, set design and other supporting activities. People also have the opportunity to get involved with the events in various capacities

#### *Outcomes for the general population*

The general population, which includes residents of the Kimberley and visitors to Broome, experience a range of outcomes that together contribute to greater integration of the Indigenous Australian into mainstream society. The consequences of GME's activities for the general population are summarised in Figure 4:

GME hosts a range of events which offer a unique opportunity for people to experience Aboriginal culture through music, dance and performances. These events are attended by a large number of non-Indigenous people and are important in helping increase understanding of the Aboriginal arts, culture and heritage amongst regular Australians. This includes such events as Shinju Matsuri festival, Kullarri NAIDOC Festival, A Taste of Broome, Battle of the Bands and GimmeFest.

Sharing the cultural traditions of this country's first peo-

ple with a broad and diverse audience helps change people's perception of the culture and improves their acceptance and empathy for the Aboriginal. These outcomes would ultimately lead to greater support amongst the general population for the recognition of the Indigenous people in the Commonwealth of Australia Constitution.

Examples of outcomes for the general population

\* A Taste of Broome (ATOB): In 2014, 3,875 people attended ATOB season of five events. This was an increase of 30% from 2013. 85% of the individuals who were interviewed for 2013 Evaluation report, said the event has improved their understanding of Indigenous culture and Broome's history and 100% said they would recommend A Taste of Broome to others.

\* NAIDOC: In 2014, GME facilitated delivery of 26 NAIDOC Festival events some in remote communities which attracted over 8,200 people, 45% of whom were non-Indigenous.

*Mamabulanjin Yawuru Horticulture Initiative*

Broome Collaborative Investment Partners - Mamabulanjin Aboriginal Corporation, Yawuru PBC, Kimberley Institute

Government Partners -WA Department of Corrective Services, Kimberley Training Institute,

Academic Partners – ANU CAEPR, CSIRO, Charles Darwin University and University of Western Australia

An early initiative was the Mamabulanjin Aboriginal Corporation to develop and expand a native fruit and plant industry centred on the production of native plants for mine rehabilitation, subdivision landscaping and urban renewal landscaping in parts of Broome with large public housing populations.

This entailed Yawuru providing land for the expansion of the existing Mamabulanjin native plant nurseries to allow for a greater scale of production to meet existing and potential demand for native plants. There was and remains a substantial commercial market for native plants in the areas of Mine Rehabilitation and land usage linked to the carbon economy.

Mamabulanjin brought their experience and technical expertise, equipment and infrastructure to the project which increased economic, employment and training opportunities as well as a reliable supply of plants for Yawuru subdivisions and other properties.

This initial attempt at demonstrating the Broome model brought in the Kimberley Training Institute (KTI) Research project at Balu-Buru (another Yawuru Property) where KTI in

partnership with Yawuru and several tertiary institutions are researching the properties of the Native Plum (Gubinge) both as a commercial production and for its potential as a medicinal product.

As a result of this strategy Mamabulanjin began additional plantings of Gubinge on the land that Yawuru has leased to Mamabulanjin with a view to creating a viable Gubinge industry. Up until that point production was based on Wild Harvest models with limited scope for growth or expansion.

A further outcome from the Mamabulanjin Yawuru Horticultural Partnership is the opportunity that having a reasonable sized land based project in Broome has presented for the establishment of an Alternative Sentencing Rehabilitation Project to deal with high incarceration rates of Aboriginal people in the Kimberley and a Youth Justice Diversion Project to address the deplorable levels of juvenile incarceration among young people from the Kimberley.

*Social Investment Partnerships (SIPs)*

YSEA Partners - Kimberley Institute, Goolarri Media Enterprises, Mamabulanjin and Yawuru PBC

Government Partners – Department of Premier and Cabinet, WA Department of Finance, WA Department of Corrective Services

NGO Partners – Save the Children Australia and Kimberley Centrecare

Academic Partners –Nulungu Centre, Notre Dame Australia, University Western Australia and CAEPR ANU

The Kimberley Institute in partnership with Yawuru Social Enterprise Alliance (YSEA) members, Kimberley Centre-care and Save the Children Australia also created a Social Investment Partnership model for long term funding sustainability focused on Broome and the Dampier Peninsula.

The initial focus was on Alternative Sentencing Strategies for adult offenders and Juvenile Justice Diversion strategies with the goal of lowering imprisonment rates and recidivism using a culture based employment and training model that provides real employment opportunities coupled with social management strategies around the lifestyles of those people who come into contact with the Justice System. (Substance abuse, low literacy and educational skills etc.)

The task was to develop a Social Investment Partnership that joined Corporate and Philanthropic investors with community

based organisations and in outcomes that are underwritten by Governments.

The model was a Private/Public/Community partnership to deliver social outcomes in a particular area of need. The Community organisation committed to delivering a practical outcome in which the Corporate/philanthropic partner invests. The governments, which would save considerable public expenditure, would then pay a dividend to the investors based on the outcomes achieved by the Community Service provider.

A challenge with Social Investment Partnerships was to be able to quantify outcomes based on the delivery of services so that all parties are able to demonstrate value for investment based on a Social Return on Investment (SROI).

The Kimberley Institute has been working with Nulungu Centre Notre Dame University and UWA Law School to develop models that will allow for the demonstration of SROI outcomes and a diminishment of incarceration and recidivism rates among the target group of people.

This is to be able to provide empirical evidence progressively for the period of the SIP Agreement so that all parties are able to understand the scale and quality of outcome for their investment.

Once a Social Investment Partnership model was developed negotiations began with Governments and SIP investors on the amount of investment required, the dividend proposed by Government as underwriters and the services and outcomes delivered by the community organisation. This required ongoing assessment of outcomes based on empirical evidence, schedules for investment funds and payment of dividends and clear action and delivery plans.

The advantage was that resourcing was tied clearly to the delivery of outcomes from the provider and it allowed investors to make a long term investment in potential outcomes which can be assessed with good empirical data on an ongoing basis.

The investors potentially see a financial return for their investment, participation in the delivery social outcomes for shareholders and partners enabling them to contribute to the community in practical and beneficial outcomes.

It also allowed Community Service Providers to engage in long term strategies for dealing with social issues rather than short term programme funding strategies locked in Government funding cycles.

For Governments it created long term strategies based on in-

vestment from corporate and philanthropic investors dealing with areas of intransigent social problems that to date have proved beyond the wit of Governments to solve.

## **Building a New Funding Model**

Broome Aboriginal organisations have had a tradition of innovative funding strategies. In May 2004 over thirty enterprises and projects were registered for early stage listing in the Yawuru Trading Floor an initiative of the ISX or Indigenous Stock Exchange. These included Dampier Peninsula Teak, Sandalwood, Rosewood, She oak Plantation, Beagle Bay; National Indigenous Pastoralists Association (NIPA) & Franchising Strategy; Miriuwung-Gajerrong Plant & Horticulture, Kimberley TAFE Enterprise Development Strategy, KLC Sustainable Development Trust, Outback Digital Network, Goolarri Media Network: Training, Music Distribution, Contract Television; Manbana Aquaculture, Top End Indigenous Tourist Network; Gubinge Enterprises, Darngku Heritage Cruises (Fitzroy Crossing), Vincent Angus Project, Louisa Downs Cattle Project, Fire Management Projects & Network (Cape York & Kimberley); Micro-businesses: Munardo enterprise, several tourist enterprises associated with Broome TAFE.

The Yawuru Trading Floor was a wakeup call to government because it identified many Aboriginal enterprises that were thought not to exist by the local chamber of commerce and ancillary Federal and State government economic development agencies. In a way the trading floor was an early pre-native title settlement process that highlighted the collective social, cultural and economic strength of Aboriginal enterprises.

After the Yawuru Trading Floor the Broome Aboriginal Media Association (BAMA) became the owner in trust of the ISX and the lead supporter in its development of individual investment strategies and, most recently, its crowd funding support for Aboriginal entrepreneurs and businesses.

However Broome Aboriginal enterprises needed a permanent engine room and sources of funding that could flow with the development of existing organisations and seed new initiatives. Organisations did not, on their own, have the capacity to “catch and kill” new sources of investment and funding.

From October 2013 the Kimberley Institute, which was formed as the Indigenous communities regional think tank after the Yawuru Native Title Settlement, has begun to put in place a collaborative partnership based on several factors.

The first dimension of the new Broome collaborative model is a

recognition that there was an array of social investment options as below. Broome Indigenous organisations recognised that it was a necessity to move away from traditionally financed social action and enterprise towards new innovative models that could include 100 per cent private sector financing through mechanisms such as social impact bonds.

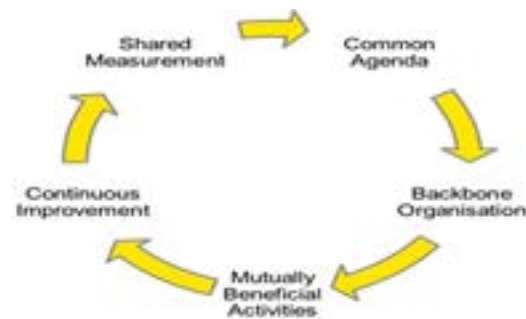


However even the most innovative Broome enterprises could not begin this journey on their own. It was in this context that Ernest & Young were engaged to put together a strategy through which all Broome organisations could move forward.

Ernest & Young proposed a Collective Impact strategy for solving complex social problems and opportunities in Broome. The underlying premise of Collective Impact is that no single organisation can create large-scale, lasting social change alone.

Collective Impact provides a framework and process for effective collaboration, particularly in relation to local cluster development and formulating place based solutions.

EYs Collective Impact Strategy is captured in the diagram below.



1. All participants have or have developed a shared vision and common agenda for change including a common understanding of the problem and a joint approach to solving it through agreed upon actions.

2. Creating and managing collective impact requires a dedicated organization(s), the Kimberley Institute, with strong governance and competent staff with specific skills to serve as the backbone for the entire initiative and coordinate participating organizations and agencies.

3. Participant activities must be differentiated while still being coordinated through a mutually reinforcing plan of action

4. Consistent and open communication is needed across the many players to build trust, assure mutual objectives, and appreciate common motivation

5. Collecting data and measuring results consistently across all participants ensures efforts remain aligned and participants hold each other accountable.

The collective impact strategy would then enable the development of a collaborative partnership which would enable private and public investment to flow into social impact projects that would contribute directly to Broome economic, social and cultural development. The Kimberley Institute and all of the Broome organisations have made a considerable investment in these new models.

The Broome Collaborative Investment model represents a major innovation for how governments, the private sector and the philanthropic sector can partner with Indigenous social enterprises. A robust methodology is created amongst all of the partners so that governments and private investors can be assured of outcomes. The government underwrites private investment by measuring the social outcomes achieved by the social enterprises and rewarding investors for the use of their capital in achieving those outcomes. For example, if as has been proposed by the Kimberley Institute, a series of alternative sentencing outcomes were developed to create a diversionary alternative to prison that led to work opportunities for offenders, the State government would save many hundreds of thousands of dollars per offender in prison and other related agency costs. Providing those outcomes could be measured and quantified a private investor might provide the use of capital to the social enterprise and government sector for the implementation of that program. Governments reward investors based on, for example, the outcome of ensuring that prison costs were avoided and a job found for the offender. If an alternative sentencing program could be shown to save \$500,000 tax payers per offender then the private sector could underwrite the program for \$300,000 and the government sector might pay a private capital provider \$400,000 based on a successful outcome thereby saving taxpayers \$100,000 plus ensuring a vibrant social enterprise and col-

lective impact.

## Indigenous Advancement Strategy (IAS)

Broome Aboriginal leaders all played a part in creating and sustaining community organisations for over forty years. Over the past decade the challenge was to create a sustainable, collaborative model that enabled strength, growth, capacity and self-determination.

It was in this context that the Indigenous Advancement Strategy was seen. Initially it was viewed as an opportunity to build the Broome model and to provide much needed support for needed initiatives and more creative ways to use funding. As time went on it became clear that the IAS was another let down and yet another in a long series of government failures. Yet again Broome Aboriginal people picked themselves up to advance despite the setbacks and ignorance of government representatives and politicians. There were many problems and inadequacies.

*- the extent of consultation with service providers concerning the size, scope and nature of services tendered, determination of outcomes and other elements of service and contract design;*

“The Strategy is being supported by the establishment of a new staff Network in PM&C. The PM&C Network will move to a regional model, so senior decision makers are located closer to the people and communities they will be working with. Staff in the PM&C Network will work closely with communities to develop and implement local solutions to improve outcomes in the Government’s priority areas.” (IAS Guidelines)

The Federal government did not consult with any of the Broome Aboriginal organisations about the size, scope or nature of the services in Broome to be tendered under the IAS. It made no assessment of the outcomes that had been achieved by the combined Broome organisations in the past nor their role in the present and future Broome culture, economy and society. The Federal government seemed to have no comprehension of the inter-dependence of Broome Aboriginal organisations. The only information that was provided to Broome Aboriginal organisations was a one-way information flow from the Prime Minister and Cabinet’s (PMC’s) office to Broome Aboriginal organisations. This consisted of the documents and information announcing the amalgamation of 150 government funding and assessment streams into five categories under the IAS and the general guidelines for applying for funding under the IAS strategy. Broome Aboriginal organisations could access a regional representative of PMC for questions concerning the submission

process. However local PMC representatives were new to their jobs and frequently could not answer the questions of local Aboriginal organisations and their representatives.

This process seemed to indicate that the Federal government did not care, did not want to take account of any local or historical factors in their policy and was looking to implement a top down strategy across all of the Aboriginal organisations in Broome and indeed all of Australia.

The IAS was apparently intended to apply to urban, regional and remote areas without the need for any assessment of the consequences of such a univocal approach to policy. This one size fits all approach has been universally condemned by all of the CEOs of Broome based Aboriginal organisations interviewed as part of this submission.

The new regional representatives of PMC were supposed to be the source of information for tenderers. But frequently they felt out of their depth and simply referred people to the IAS website based in Canberra or to make their own interpretations. The regional PMC structure had been in place for a very short period of time. It was a re-badged group that had no knowledge of the local community and was itself cautionary and somewhat confused about the IAS process which had just come into existence. Most often the advice offered about the IAS was to simply read the frequently inadequate written guidelines or consult the IAS website.

*-the effect of the tendering timeframe and lack of notice on service collaboration, consortia and the opportunity for innovative service design and delivery;*

“A grant round for funding under the IAS opened on Monday 8 September 2014 and will close at 2pm EDST on Friday 17 October, allowing six weeks for applications The round provides funding for activities that commence from January 2015 (for calendar year funding) or from July 2015 (for financial year funding).” (IAS Guidelines)

The timeframe of six weeks for organisations to submit information made it impossible for single or partner organisations to put forward a presentation of their existing achievements or their future goals and outcomes. As Michael King CEO of Centacare Kimberley in Broome noted “It was impossible to develop partnerships or decent collaborative plans”.

Broome Aboriginal organisations have been innovative and collaborative by necessity. The proposals that were put forward were, despite the short time frame, well framed and articulated. Though the time frame was prohibitive and detrimental to the

stated outcomes of the IAS the Broome Aboriginal organisations were often able to get their main ideas across.

Since the 1970s Broome Aboriginal organisations have built a strong, organic, connected and unified strategy that is deeply embedded in the community. It should be one of the obligations of government to understand the communities they are seeking to advance. It should also be one of the obligations of government to understand that damaging organisations that have been built up organically and creatively through the blood, sweat and tears of several generations of Aboriginal leaders will have grave consequences for the cultural, social and economic well being of the community. In short, it has consequences for life and death of ordinary people.

The disturbing aspect of the IAS process was that the Broome Aboriginal organisations, as all of the Aboriginal organisations in Australian communities, went to a great deal of trouble and effort and devoted scarce funds in putting forward ideas that had demonstrable outcomes of benefit to the community and the government. These seem to be ignored or not properly considered in the IAS assessment process.

*-the evidence base and analysis underlying program design;*

“Funding agreements for successful organisations under the IAS will focus on the delivery of outcomes to Indigenous people.”  
(IAS Guidelines)

The above statement from IAS Guidelines is the only reference to evidence and outcomes for tenderers to the IAS process. Under each of the five categories under which tenderers were invited to put forward their submissions the guidelines refer to activities that the IAS would fund but there is no mention of the evidence or analysis required for a successful submission.

Evidence and analysis of program outcomes was wholly absent from the IAS process. This was most disappointing to Aboriginal organisations who were expecting some substance to the Federal government’s stated intention to reduce red tape and bureaucracy in order to ensure that more funds would be directed towards projects that closed the gap between Indigenous and non-Indigenous Australians personal and overall economic and social well-being.

Broome Aboriginal organisations have been working since 2012 on delivering a strong evidence base for Federal, State and local government funding as well as funding from a range of corporate and philanthropic sources. They are unanimously in favour of such a funding system as evidenced by their collaborative work together that has recently been facilitated by Ernst

and Young. This work has been influenced by the international experiences of trying to make services go farther in times of fiscal austerity. This is something that Aboriginal organisations have been interested in from their origins. When compared to non-Aboriginal agencies, Aboriginal organisations and services make dollars go further in many ways. The tacit knowledge of community, families and individuals allows them to make decisions and conduct activities that “outside” organisations do not even consider. It is very much in the interests of Aboriginal organisations to develop measures for these extra social outcomes. This is why Broome Aboriginal organisations are very interested in so-called Social Return on Investment measures that they have been developing with Ernst and Young. It will allow government and communities to understand the true value and contribution of Aboriginal organisations and services.

There was no clear evidence base or analysis from the IAS process. There appeared to be no awareness that in order to achieve its fiscal goals the Federal government needed to make an investment in supporting organisations develop rigorous unit costs and outcomes evidence system. Such a perspective would have earned the respect of the Broome Aboriginal organisations, instead the IAS process appears to be either a purposefully destructive or poorly conceived. It appeared to be a re-run of the famous controversy of the Hawke Keating years in which outcomes for regional infrastructure were premised on political motives or political ideas (a white board in a Minister’s office) for which there was no rigorous analysis or evidence.

It was probably the case that the IAS was more influenced by a budget razor gang committee than by any reasoned analysis. The IAS and Aboriginal policy in general seems to be influenced by opinions of a few nominated Aboriginal spokespeople and not by rigorous evidence or understanding of the different organic leadership structures in all of the diverse Aboriginal communities in Australia.

The only evidence base and design suggested in the IAS information provided to tenderers was that Aboriginal organisations seeking over \$A 500,000 needed to be registered Federal Aboriginal corporations.

*-the clarity of information provided to prospective tenderers concerning service scope and outcomes;*

“The total Indigenous-specific funding through the Prime Minister and Cabinet portfolio is \$8.5 billion consisting of: \$4.8 billion over four years to the IAS; and \$3.7 billion has been allocated through National Partnership Agreements, Special Accounts and Special Appropriations. A significant level of grant funding



is also available through Indigenous-specific and mainstream programmes delivered by other agencies.” IAS Guidelines

The only criteria that was put forward to prospective tenderers was the above statement about the size and scope of the Indigenous specific spending namely \$A4.8 billion over 4 years would be devoted to the IAS and was controlled by Prime Minister and Cabinet. This gave the impression that a very large proportion of the Federal Aboriginal Indigenous budget over four years was being issued to Aboriginal organisations through the IAS process. However it was unclear as to the status of the funding agreements, special accounts and special appropriations was also subject to the IAS process. It would have been useful for organisations to be told what proportion of their existing funding they were applying for through the IAS and what amounts were open to them to apply for. See on this [Imagine what we could do if they gave us a little more!](#) It would have been useful for organisations to be given information about whether there was new funds available to support innovations and new initiatives. This did not occur. In almost every case Broome based Aboriginal organisations invested considerable amounts of time and energy into the application process. (See for example [Invest in Well Being and Health: Broome Aboriginal Regional Medical Services \(BRAMS\)](#) ) Other than the macro picture above under each of the five categories of expenditure certain kinds of funding were said to be included and excluded from the IAS funding round. If the exact sums to be allocated through each of the streams of the IAS program had been specified it would have solved a great amount of confusion for Aboriginal organisations applying for IAS funds.

Instead of clarifying the amounts available for application the IAS simply specified many different areas of relevance to Aboriginal organisations that apparently could be funded through the IAS. For example in the Jobs, Land and Economy area tenderers were told that:

This programme will support activity such as, but not limited to:

Activities that support employment outcomes for Indigenous jobseekers, including retention at 26 weeks.

Activities that provide employment, training and participation services and build skills and work-readiness of job seekers in remote Australia:

- Development of Indigenous businesses and community enterprises.
- Support for school students/graduates to connect to real employment.

- Activities that support jobs in sea and land management
- Negotiation and agreement of township leases.
- Support for Indigenous land owners who wish to leverage their land assets to create economic development opportunities, including support for those wishing to pursue localised decision-making on land use.
- Activities that support long-term, tradable tenure, including land reform and land administration.
- Facilitation, assistance and settlement of land rights claims.
- Effective agreement-making under the Native Title Act 1993, to generate sustainable economic and social benefits from native title rights and interests.
- Building capacity of native title corporations to assist in managing native title rights and interests to promote sustainable economic and social benefits, and meet their statutory obligations.

The following types of activities are not in scope:

- Youth engagement and transition activities for compulsory school-aged children that do not have links to a guaranteed job.
- Adult vocational education and training (VET) activities that are already supported through mainstream Commonwealth or State/Territory Government programmes.
- Cultural heritage and land management activities that are typically State/Territory government responsibility and subject to State legislation are administered by state(s). (IAS Guidelines)

But there also appeared to be a grey area where the Federal government said that they had already taken action:

In addition to grant funding, the Government has implemented specific initiatives to achieving outcomes under the Jobs, Land and Economy Programme including

- Vocational Training and Education Centres (VTEC)
- Township Leasing on Aboriginal land in the Northern Territory (IAS Guidelines)

This caused great concern and disappointment on the part of several Broome based Aboriginal organisations (see for example [Nirrumbuk: Sustainable Employment Outcomes](#) )

*-the opportunities created for innovative service design and delivery, and the extent to which this was reflected in the outcomes of the tender process;*

The universal opinion of the Broome-based Aboriginal community organisations was that it appeared that the IAS process was inviting new innovative service design and delivery. However the outcomes both in terms of their own submissions and their views of what was successful indicated clearly that the IAS was more of a budget cutting exercise than anything else. (See for

example [Nirrumbuk: Sustainable Employment Outcomes](#) , [The Evolution of Mamabalanjin: From Homelands and Outstations to Social Business](#) and [Working on the Frontlines of Alcohol and Drug Rehabilitation: Milliya Rumurra](#))

*-the number of non-compliant projects, the nature of the non-compliance, if and how they were assisted, and how many of these were successful;*

All of the Broome based Aboriginal community organisations surveyed in this submission made great efforts to comply with the stated requirements of the IAS process. In the case of BRAMS extra consultants were hired to help with the compliance process (See [Invest in Well Being and Health: Broome Aboriginal Regional Medical Services \(BRAMS\)](#) ) and the amount of the funding received barely covered the funds received from their successful application. It was therefore extremely demoralizing to read of organisations who did not complete the application process and yet were successful in receiving IAS funding. (See Appendix One)

*- analysis of the types, size and structures of organisations which were successful and unsuccessful under this process;*

Some organisations expressed shock at the organisations that were successful in receiving IAS funding (See [The Importance of Proper Consultation for Collaboration and Partnerships](#)) the major concern that Broome based Aboriginal community organisations had was that non-Indigenous organisations, organisations from outside the Broome region and sporting and other organisations with no real expertise in the local region appeared to receive funding through the IAS. But the main concern was that there was no basis or analysis from PMC about why organisations were successful and unsuccessful in achieving IAS funding. As one organisation noted, it was doubtful whether there would be feedback even 12 months after the funds had been allocated such was the chaos and disorganisation of the whole process.

*- the implementation and extent of compliance with Commonwealth Grant Guidelines;*

This issue was not actively addressed by Broome based Aboriginal community organisations however it was noted that other similar exercises by the Commonwealth had been conducted much more efficiently and effectively allowing proper time and consultation before undertaking such a major reform. (See [The Importance of Proper Consultation for Collaboration and Partnerships](#))

*-the potential and likely impacts on service users concerning ser-*

*vice delivery, continuity, quality and reliability;*

The universal view of the combined Broome based Aboriginal community organisations is that the IAS represented a funding cut which will severely reduce Aboriginal services and capacity in Broome. In the case of the Beagle Bay playgroup tendered for by Jalygurr-Guwan the IAS funding process has resulted in the loss of a service which was operating innovatively and well [Jalygurr-Guwan Children of the Pearl](#) . In the case of Milli-ya-Rumurra the whole process has resulted in a major deficiency in the organisations ability to operate and has severely effected staff and senior management morale. The effect of the whole exercise was negative, counter productive and un-necessary. [Working on the Frontlines of Alcohol and Drug Rehabilitation: Milliya Rumurra](#)

*-the framework and measures in place, if any, to assess the impacts of these reforms on service user outcomes and service sustainability and effectiveness;*

Unlike the austerity and social innovation process conducted by the Blair and Cameron government the Abbott government's IAS was reckless, unplanned and destructive in its effect. The whole exercise of asking for large number of Aboriginal organisations to re-apply for funding had involved no analysis of the effect of reducing services or capability or even closing down whole areas of Aboriginal service delivery. As Ernst Young's Les Hems expressed: "Often in communities the strength of communities is the relationships between organisations in the community.. My fear is that when you have got networks, strong networks, such as in Broome, if you lose too many of those nodes in the network then there is risk that the whole network will collapse. .. Before you change funding mechanisms make sure you understand the network! ... you remove a bit of funding and the flow on negative multiplier effect is phenomenal. ... I don't think we've done enough in understanding the system and the network of the organisations and the people within those organisations"

*-the information provided to tenderers about how decisions are made, feedback mechanisms for unsuccessful tender applicants, and the participation of independent experts in tender review processes to ensure fairness and transparency;*

The universal view of the organisations surveyed in this submission was that there was no feedback mechanism. As the CEO of Centacare Kimberly expressed it: "We got five emails to say we were unsuccessful.. then I got a letter. It got to the point where I thought they were rubbing it in my nose. We put together a very good application I look forward to receiving feedback about

why we didn't get it. But I don't expect that feedback anytime soon."

*- the impact on advocacy and policy services across the sector;*

Perhaps the counter-factual effect of the IAS process was to reinforce the Broome based Aboriginal community organisations determination to advocate for local organic solutions to the severe problems being faced in the communities. This has always been a trait of Broome Aboriginal leaders. The tough get going when the going gets tough might be one way of expressing it. But certainly most organizational leaders view the current policy shake up as the worst debacle in living memory.

*- factors relating to the efficient and effective collection and sharing of data on outcomes within and across program streams to allow actuarial analysis of program, cohort and population outcomes to be measured and evaluated;*

As noted the Commonwealth funded Yawuru Aboriginal Community survey was arguably the finest database in the country. It was totally ignored in the IAS evaluation process and is indicative that Canberra based budget razor slashing and politics more than evidence was the main criteria for funding or de-funding organisations under the IAS.

*-the extent of contracts offered, and the associated conditions, to successful applicants;*

As the case of [Jalygurr-Guwan Children of the Pearl](#), illustrates the contract design and associated conditions were completely inadequate and the organisation actually returned the funding to the Commonwealth and refused to sign the contract offered to them by PMC.

*- the effect of mandatory incorporation under the Corporations (Aboriginal and Torres Strait Islander) Act 2006 on Indigenous organisations receiving grants of \$500 000 or more per annum;*

Most Broome based organisations are already ORAC or equivalent incorporated bodies so this factor was not an issue.

*- the effect and cost impact of delays in the assessment process and the extension of interim funding on organisations pending the outcome of the Indigenous Advancement Strategy; and any other related matters.*

Several organisations were severely tested by this issue. The case of Milliya Rumurra best illustrates the un-necessary stress that delays and the extension of inadequate interim funding meant for Aboriginal organisations. [Working on the Frontlines of Alcohol and Drug Rehabilitation: Milliya Rumurra](#)

## **Moving Beyond the Indigenous Advancement Strategy: How the Federal and State Governments need to Change their Funding Approach and Bureaucratic Mind Set**

As has partly been detailed above the Kimberley Institute has been collaborating with multiple partners in the search for a new model of delivering social services that result in positive outcomes for those living in the Kimberley region. In its latest work the Kimberley Institute has been investigating the potential for alternative funding models to support the existing service providers in the Broome region. The Broome region is unique in that many of the service providers and Not-for-Profits in the area have been successfully delivering services since their emergence in the 1970s. However, within the current government funding landscape, they are becoming increasingly constricted in their long term strategic planning because of short term funding and grants cycles.

The Kimberley Institute is seeking a new model that delivers funding with longer horizons which is not dependent on government, while utilizing and protecting the strength of existing organisations. Social finance including social impact bonds, payments by results mechanisms, and collaborative social impact investing have been explored. Ultimately, the desire is to create a mechanism that allows government, social impact investors and Aboriginal Land Councils/Trusts to invest in outcomes for the Broome community. Through this process some fundamental principles for the new model have been developed, including ensuring that it is an inclusive community wide initiative with strong co-operative governance.

The Kimberley Institute also recognises that the development of the new model needs to harness community resources and utilise existing evidence as well as seeking external advice and investing in innovation. The intention is that within 12-18 months the Kimberley Institute will be able to launch the Broome Model. The Broome Model will include a limited number of outcomes and service providers, but will be designed so that additional outcomes and participants can be incrementally added over time.

Broome, like many communities, is faced by a number of wicked social problems<sup>1</sup> that require a new approach. Such a new approach may comprise two innovative approaches – Collective Impact and Social Impact Investing.

The growing interest in Collective Impact in Australia reflects

the wide recognition that previous silo based programs have failed to address wicked social problems – no more so than in Indigenous communities. Collective Impact is a particular consortium based approach to collaboration that comprises five conditions: a common agenda, a backbone organisation, an implementation plan comprising mutually reinforcing activities, continuous communications, and shared measurement.

A range of mostly international Collective Impact case studies serve to demonstrate the potential of such an approach. The first Australian applications of this approach range from addressing the housing and support needs of the homeless in Woolloomooloo in Sydney to providing pathways to employment for those vulnerable to homelessness in Woolloomooloo, and developing an integrated program that delivers affordable and independent living housing outcomes whilst also generating employment outcomes.

Social impact investing is a growing global movement, where investments are made for both social and environmental impact as well as financial return. A recent report estimated the potential growth of the global market to reach US\$1 trillion over the next 10 years, with the Australian market potential valued at \$32bn2.

Governments around the world are harnessing the power of social investment to drive innovation, catalyse partnerships and mobilise new sources of capital to achieve better outcomes for citizens. Whilst there are a range of impact investment mechanisms, contracting arrangements and market participants, the social impact investment ‘eco-system’ typically involves:

- Government – defines outcomes for citizens, commissions services and only pays for services if these outcomes are achieved (payment for success / outcomes)
- Investors – private, institutional and wholesale - provide capital to finance services, with the expectation of financial return if outcomes are achieved
- Service provider(s) – deliver services to citizens to achieve specified outcomes (and savings to Government and potentially financial returns to investors)
- Intermediaries – help develop programs, put together financial arrangements, manages the performance of the service provider(s) and reports back to Government and investors
- Beneficiaries – citizens who benefit from the service
- Independent assessor – evaluates service effectiveness and validates achievement of outcomes.

The Kimberley Institute is following three key principles to improve outcomes in the local community:

- To learn from the community through ongoing consultation
- To engage the local community and utilise co-design and co-production approaches
- To build on the community’s strengths and fill gaps to unlock capacity

There is much work to be done to implement the Broome Collaborative Investment Partnership strategy. However the following ten steps are indicative of the journey that is about to begin.

**Foundation Research:** The objective of the first stage is to develop the Broome Model Community Plan through the development of options and the identification of those best positioned to meet the pressing social needs of the community. This phase comprises working with the Kimberley Institute and their research partners to review and synthesise the work done to date, establish a baseline, and conducting detailed research and consultation to inform the options for the final design of the Broome Model.

**Community Capacity & Needs Analysis:** Utilizing methodologies such as network analysis, materiality assessment, and outcomes hierarchy mapping to outline where the greatest social needs are and how they can be met by existing capacity. This will be used to select the initial social outcomes, and service providers and other stakeholders who will participate in the pilot of the Broome Model.

**Capacity building & Stakeholder Engagement:** A key to the success of the Broome Model is providing partners with the skills, knowledge and coaching critical in supporting their evolution, building their resilience and utilising their existing strength. This phase will contribute through the life of the project, achieved through ongoing stakeholder engagement, socialisation of the model through community information sessions, and targeted training such as outcomes measurement

**Broome Model Community Plan:** The product of the foundation research, community capacity and needs analysis, and capacity building and stakeholder engagement will be fed into a master community plan document and the options for the final design of the Broome Model and outline the plan for the next phases. This master document will be a summation of the design process and roadmap for implementation.

**Outcomes Measurement Framework:** An outcomes measure-

ment framework will be developed from the evidence gathered in the first stage. The framework will define the priority outcomes, identify the key metrics and specify the methods of measurement to be used. The framework will define, quantify and report the social outcomes achieved by participating organisations.

**Collective Impact Framework:** Through utilizing the outcomes of the design stage, we will work with the Kimberley institute to establish a Collective Impact approach that engages all stakeholders that can contribute to achieving the target outcomes.

**Social Investor Relations:** This phase is designed to inform and engage all types of investor, government, community and other stakeholders regarding the Broome Model. The objective is to ensure all potential investors and contributors understand the model design and the potential for investment.

**Payment by Outcomes Mechanism:** This phase is to finalise the design of the payment by results / outcomes mechanism, the method of financial including any special purpose vehicle, terms of investment including the metrics for triggering reward payments.

**Market Testing:** A program of engagement with potential investors will be undertaken to test their appetite and identify founding investors.

**Negotiation and Deal Close:** Finalise the investment structure and complete legal documentation.

The whole model is still in its early stages of development. However as the recommendations of this submission make clear, this is the model that the Abbott government and all other governments and political parties need to be investing in. It is the expectation of all Broome based Aboriginal community organisations that over time all of government will move towards this new strategy. The IAS has steered the organisations to work toward this new model with re-newed determination.

## Appendix 1

Mainly blank form rewarded with \$378k Indigenous grant

- by: NATASHA ROBINSON
- From: The Australian
- March 27, 2015 12:00AM

Natasha Robinson

Senior Writer

Sydney

Reports of chaos and dysfunction surrounding the Indigenous Advancement Strategy grants processes are growing, with revelations that an application for funding that was largely incomplete was rubberstamped and approved for a grant of \$378,000.

The Australian has obtained the incomplete application that was submitted by a Northern Territory-based organisation with accompanying emails stating that workers were too busy to fill out the IAS forms.

“For the duration of the application period I have been on holidays ... I was of course in the position of needing to take the time already allotted to me with tickets booked,” said an email from the co-ordinator of a school nutrition program to the Department of Prime Minister and Cabinet.

When told that the application deadline could not be extended further, the co-ordinator submitted a largely blank application form, with a covering email that explained, “please accept this less than complete application as I have only been back at work a couple of days and felt that I needed to make an effort to present some kind of application”.

“I have been on holidays the entire time this funding application has been announced giving no chance ... to submit a professional application.”

The Australian has been handed the application form and emails on a confidential basis and is not naming the organisation concerned, which was awarded a grant of \$378,720 despite not being compliant under regulations that govern indigenous organisations.

The grant applicant signed a certification that read: “I understand that incomplete applications will not be considered”.

The grant application was accepted and awarded with no fur-

ther questions asked.

Other organisations with strong track records in service delivery submitted highly detailed applications that were knocked back.

A spokesperson for Indigenous Affairs Minister Nigel Scullion said all applications were assessed on merit against selection criteria.

The minister's office was not in a position to respond to the specific details of the incomplete grant reported on by The Australian in the absence of identifying details.

This week Senator Scullion authorised the publication of the names of all of the organisations that have been awarded grants under the IAS, which has condensed thousands of disparate grant areas into five broad funding streams. Indigenous organisations are furious that as many as 70 per cent of grants went to non-indigenous organisations.

A host of government departments received grants, and the Northern Territory government was awarded a grant that it has so far declined to detail.

A spokesman for Chief Minister Adam Giles said negotiations over grant funding were still ongoing and figures were difficult to quantify thus far.

## Appendix II Connecting with Soundcloud

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