

# Indigenous Economic Participation Bilateral Plan

Plan Period: 2009 – 2013

## IMPLEMENTATION PLAN FOR THE NATIONAL PARTNERSHIP AGREEMENT ON INDIGENOUS ECONOMIC PARTICIPATION BETWEEN THE COMMONWEALTH OF AUSTRALIA AND QUEENSLAND

### PRELIMINARIES

1. The Commonwealth and Queensland Governments (the Governments) signed the National Partnership Agreement on Indigenous Economic Participation (the Agreement) in February 2009. The Agreement contributes to the COAG Closing the Gap targets listed in the National Indigenous Reform Agreement (the NIRA).
  2. The Agreement was established to improve opportunities for Indigenous people to find and retain employment and to connect more Indigenous people with employment and the real economy. It contributes to the agreed COAG target to halve the gap in employment outcomes between Indigenous and non-Indigenous Australians within a decade.
  3. The Agreement contains four elements:
    - Element 1: Creating real sustainable employment in areas of government service delivery that has previously relied on subsidisation through the Community Development Employment Projects (CDEP) program;
    - Element 2: Strengthening current government procurement policies to maximise Indigenous employment;
    - Element 3: Incorporating Indigenous workforce strategies into all new major COAG reforms contributing to Closing the Gap targets;
    - Element 4: Reviewing all Public Sector Indigenous employment and career development strategies to increase employment to reflect population share by 2015.
- In addition, the existing Queensland Government initiative *Positive Dreaming, Solid Futures* Queensland's Indigenous Employment and Training Strategy 2008-2011 will also contribute to Closing the Gap.
4. The Commonwealth will lead implementation of the Agreement in partnership with the Queensland Government. The split of Commonwealth and Queensland responsibilities are clarified in this Implementation Plan.
  5. The actions under this Plan will be undertaken in accordance with the *Service Delivery Principles for Programs and Services for Indigenous Australians* (Schedule B of the NIRA).
  6. The Governments confirm their commitment to implement this Plan in the spirit of best practice using the most effective combination of existing, enhanced and new inputs to engagement, policy, planning delivery and performance efforts in order to achieve improved employment outcomes for Indigenous people and to contribute to progress against Closing the Gap.

7. The Governments confirm their commitment to ensuring the recommendations of any evaluations required under the Agreement are fully explored and where appropriate incorporated into policy and program planning.
8. The Commonwealth and the Queensland governments will work with the Torres Strait Regional Authority and Indigenous Regional Councils to identify and convert CDEP subsidised positions delivering government services into properly paid jobs in the implementation phase of this measure. Amendments will be made to the Implementation Plan to reflect any jointly agreed additional activities.

## **TERM OF THE IMPLEMENTATION PLAN**

9. The term of this Implementation Plan will be from the date that relevant Ministers agree the Plan until 30 June 2013. Amendments to the Plan can be requested by the Queensland and Commonwealth Government at any time to accommodate emerging issues. These amendments will be agreed by both parties.
10. The Implementation Plan will be reviewed by the Parties on a biannual basis. The Commonwealth will maintain the Plan and provide updated Plans to Queensland following reviews.

## **GOVERNANCE ARRANGEMENTS**

11. The Queensland Indigenous Employment Taskforce will assume responsibility for driving and overseeing this Implementation Plan and provide progress reports to the Queensland National Indigenous Reform Agreement (NIRA) Joint Management Group. Members of the taskforce include senior representatives from:
  - Queensland Department of Employment, Economic Development and Innovation;
  - Queensland Department of Education and Training;
  - Queensland Department of Communities;
  - Commonwealth Department of Education, Employment and Workforce Relations; and
  - Commonwealth Department of Families, Housing, Community Services and Indigenous Affairs
12. The Taskforce will:
  - Develop an action plan for the rollout of strategies outlined in this implementation plan;
  - Co-ordinate and link up programs and activities and ensure effective information management;
  - Monitor and report on progress against the outputs in this implementation plan; and
  - Identify issues to be brought to the attention of the overarching governance committee.

## **PROMOTION AND PUBLICITY**

13. The Governments agree that where appropriate, consideration will be given to joint public statements or public events relating to the Agreement.

## **IMPLEMENTATION**

14. The objectives and outcomes of the Indigenous Economic Participation National Partnership Agreement will be achieved through the outputs and actions set out in the following tables.

**Element 1: Creating real sustainable employment in areas of government service delivery that has previously relied on subsidisation through CDEP.**

What are we trying to do? (Purpose)	Commonwealth and State/Territory Investment : \$	
<ol style="list-style-type: none"> <li>1. Create sustainable, ongoing and Indigenous identified jobs for positions currently occupied by CDEP participants that support the delivery of Commonwealth Government services;</li> <li>2. Create sustainable, ongoing and Indigenous identified jobs for positions currently occupied by CDEP participants that support the delivery of Queensland Government services;</li> <li>3. Create sustainable, ongoing and Indigenous identified jobs for positions currently occupied by CDEP participants that support the delivery of municipal services;</li> <li>4. Support broader reforms to the CDEP program and ensure a seamless process for regions and CDEP participants affected by the program reforms.</li> </ol>	<p>There will be additional investment by both governments to convert CDEP positions. These costs will be met by new money. Other elements in the Agreement draw on existing government programs (both at the Commonwealth and State levels).</p> <p>Commonwealth up to \$172.7m nationally</p> <p>State up to \$21.4 m</p>	
What we will do (Strategies):	Who will do it? (Roles and Responsibilities)	How long will it take? (Timeframe)
<ol style="list-style-type: none"> <li>1. Commonwealth jobs               <ol style="list-style-type: none"> <li>a. Using the jobs audit, identify and verify the CDEP positions currently supporting the delivery of Commonwealth government services.</li> <li>b. Work with Commonwealth agencies to identify which jobs will be converted and then convert agreed jobs to sustainable, ongoing and Indigenous identified positions within government or government funded service delivery (including municipal and other services).</li> </ol> </li> </ol>	<p>Commonwealth</p> <p>Commonwealth</p>	<p>End April 2009</p> <p>30 June 2009</p>
<ol style="list-style-type: none"> <li>c. Negotiate job numbers and funding agreements with providers of government services; and develop contracts which ensure:               <ol style="list-style-type: none"> <li>i. jobs are sustainable, ongoing and continue to be identified for Indigenous people; and</li> <li>ii. Contain specific performance measures regarding employment and training.</li> </ol> </li> </ol>	<p>Commonwealth</p>	<p>30 June 2009</p>

<p>2. Queensland Government jobs</p> <p>a. Using the jobs audit, identify and verify the CDEP positions currently supporting the delivery of Queensland government services;</p> <p>b. Convert agreed jobs to sustainable, ongoing and Indigenous identified positions within government services and funded programs;</p> <p>c. Negotiate job numbers and funding agreements with providers of government services; and develop contracts which ensure:</p> <p style="padding-left: 40px;">i. jobs are sustainable, ongoing and continue to be identified for Indigenous people; and</p> <p style="padding-left: 40px;">ii. Contain specific performance measures regarding employment and training.</p>	<p>Queensland</p> <p>Queensland</p> <p>Queensland</p>	<p>22 June 2009</p> <p>30 June 2009</p> <p>30 June 2009</p>
<p>3. Local Government jobs</p> <p>a. Identify and verify the CDEP positions currently supporting the delivery of municipal services;</p> <p>b. Confirm with Indigenous Shires the number of jobs to be created to deliver efficient municipal services;</p> <p>c. Agree specified funding to be provided to mainland Indigenous Shires to create sustainable, ongoing and Indigenous identified for municipal service delivery.</p>	<p>Queensland</p> <p>Queensland</p> <p>Queensland</p>	<p>SGFA Review March 2008</p> <p>29 June 2009</p> <p>1 July 2009 and ongoing</p>
<p>4.</p> <p>a. Secure traineeships for Queensland CDEP participants from the 400 National Remote Communities Traineeships;</p> <p>b. Develop transitioning strategies for communities affected by the CDEP reforms, including mentoring for those transitioning to non-CDEP jobs;</p> <p>c. Develop and provide work readiness training, on-the-job work experience and assistance to CDEP participants in preparation to take up jobs outside CDEP;</p> <p>d. Work collaboratively with Job Services Australia providers to maximise employment opportunities for Indigenous job seekers.</p>	<p>Commonwealth</p> <p>Commonwealth and Queensland</p> <p>Commonwealth</p> <p>Commonwealth</p>	<p>ASAP and ongoing</p> <p>1 July 2009 and ongoing</p> <p>1 July 2009 and ongoing</p> <p>1 July 2009 and ongoing</p>

<b>How will we know we have achieved the purpose (Performance Benchmarks):</b>		
<ul style="list-style-type: none"><li>• Job audits completed</li><li>• Commonwealth jobs – No. of positions created by 30 June 2009.</li><li>• Queensland Government jobs – No. of positions created by 30 June 2009.</li><li>• Local government jobs – No. of positions created by 30 June 2009.</li><li>• Number of Indigenous people still in employment three months after creation of the position (i.e. post program monitoring) including specifying the number of positions filled, the number of hours worked, and the number of former CDEP participants employed as at 30 September 2009.</li></ul>		

**Element 2: Strengthening current government procurement policies to maximise Indigenous employment.**

**What are we trying to do? (Purpose)**

1. Require successful contracts with a particular focus on large construction projects, maintenance contracts and cleaning to contain an Indigenous employment strategy. This also includes infrastructure projects agreed through the COAG Infrastructure Working Group. The Indigenous employment strategies will:
  - Create jobs for Indigenous people in Queensland;
  - Develop the skills of Indigenous people in Queensland; and/or
  - Facilitate the creation and support of Indigenous businesses.
2. Establish an advisory service to support Commonwealth and State agencies to implement procurement requirements.
3. Assist the expansion of Indigenous business opportunities through support for the establishment of an Indigenous supplier network.

<b>What we will do (Strategies):</b>	<b>Who will do it? (Roles and Responsibilities)</b>	<b>How long will it take? (Timeframe)</b>
<p>1.a. Commonwealth</p> <p><b>Review existing procurement policies</b> and ensure compliance with Commonwealth Procurement Guidelines and Free Trade Agreements</p> <ol style="list-style-type: none"> <li>i. Identify relevant policies for review;</li> <li>ii. Conduct desktop analysis on implementation of the current policy and processes in place for reporting;</li> <li>iii. Develop a revised policy ensuring compliance with the Commonwealth Procurement Guidelines and Free Trade Agreements;</li> <li>iv. Seek authority for policy change.</li> </ol> <p><b>Implementation of revised policy</b> within the Commonwealth</p> <ol style="list-style-type: none"> <li>v. Develop guidelines to support the revised policy;</li> <li>vi. Establish a process for agencies to consult and report to DEEWR on applying the policy for relevant procurement processes;</li> <li>vii. Develop an overarching; communications strategy that will cover procurement officers, providers and</li> </ol>	<p>Commonwealth</p> <p>Commonwealth</p>	<p>31 December 2009</p> <p>Review at 31 December 2009</p>

potential tenders (businesses). To include information sessions and training workshops.		
<p>1.b. Queensland</p> <p>i. <b>Review and modify existing Queensland government procurement policies</b> and supporting documentation to require successful contracts for major projects (with particular emphasis on large construction projects, maintenance and cleaning contracts, and infrastructure projects agreed through the COAG Infrastructure Working Group) to contain Indigenous training, employment and supplier strategies;</p> <p>ii. <b>Strengthen and drive existing policies</b> (including the State Procurement Policy, IEP 20% Policy, 10% Training Policy and the Local Industry Policy) to maximise their effectiveness in employing Aboriginal and Torres Strait Islander people;</p> <p>iii. <b>Develop Indigenous Workforce Strategies Guidelines</b> (as part of the Queensland Government Project Assurance Framework) for agencies to use when developing project proposals;</p> <p>iv. <b>Investigate extending purchasing policy to Government Owned Corporations (GOCs).</b></p>	<p>Queensland</p> <p>Queensland</p> <p>Queensland</p> <p>Queensland</p>	<p>1 July 2010</p> <p>31 December 2009</p> <p>31 December 2009</p> <p>31 December 2009</p>
<p>2. Establish an advisory service to support agencies in:</p> <p>i. Implementing the new procurement requirement;</p> <p>ii. Implementing change management strategies (including a communication strategy for the new procurement rules);</p> <p>iii. Applying the policy and report on the effectiveness of the procurement rules.</p>	Commonwealth in consultation with Queensland	June-August 2009
<p>3. Evaluate the range of options for establishing an Indigenous supplier network and invite relevant Commonwealth and Queensland agencies to participate in any trial established.</p>	Commonwealth	Ongoing
<b>How will we know we have achieved the purpose (Performance Benchmarks):</b>		

- Advisory service established by the Commonwealth (including Consultations held; Advisory model developed and implemented; process for measuring usage established);
- Commonwealth procurement policies are reviewed; modified, published and implemented (including Guidelines in place; Processes established; Communications strategy developed; and first round of training workshops held);
- Queensland government procurement policies and supporting documentation are reviewed and modified if necessary; published and implemented in order to provide guidance on creating Indigenous workforce strategies;
- Contracts and grants awarded by the Commonwealth and Queensland Governments for major projects (with particular emphasis on large construction projects, maintenance and cleaning contracts, and infrastructure projects agreed through the COAG Infrastructure Working Group) all contain Indigenous training, employment and supplier strategies;
- Participation in the establishment of a national Indigenous supplier network established, a decision is made on Queensland's involvement in such a network.



**Element 3: Incorporating Indigenous workforce strategies into all new major COAG reforms contributing to the Closing the Gap Targets.**

**What are we trying to do? (Purpose)**

Leverage capital development (including major infrastructure), procurement and service delivery investments emanating from the COAG reform agenda to drive indigenous employment outcomes.

<b>What we will do (Strategies):</b>	<b>Who will do it? (Roles and Responsibilities)</b>	<b>How long will it take? (Timeframe)</b>
1. a. COAG Reform lead agencies in collaboration with the Taskforce, other agencies, industry and communities, will drive the development of effective workforce strategies for incorporation into all COAG reforms;	Commonwealth and Queensland	ASAP and ongoing
1. b. Monitor the inclusion of Indigenous specific Workforce Strategies requirements into all major COAG reforms (including National Agreements and National Partnership Agreements) in order to develop a skilled workforce that leads to sustainable employment outcomes both locally and through mobility.	Commonwealth and Queensland	ASAP and ongoing

**How will we know we have achieved the purpose (Performance Benchmarks):**

- Major COAG reform implementation plans contain Indigenous workforce strategies, where appropriate.
- All new COAG reforms (including National Agreements and National Partnership Agreements) contain the Indigenous workforce strategy principle.
- Where implementation plans have been agreed prior to this implementation plan taking effect, the Indigenous Workforce Strategies principle will be included in future revisions.

**Element 4: Reviewing all Public Sector indigenous employment and career strategies to increase employment to reflect population share by 2015.**

**What are we trying to do? (Purpose)**

Increase the proportion of Indigenous people in employment in the public sector currently projected to be to 2.8% in Queensland by 2015.

<b>What we will do (Strategies):</b>	<b>Who will do it? (Roles and Responsibilities)</b>	<b>How long will it take? (Timeframe)</b>
<p>1. Commonwealth</p> <ul style="list-style-type: none"> <li>i. Develop and agree jurisdictional targets to deliver on the national target of 2.6%;</li> <li>ii. Continue to deliver Commonwealth specific service wide recruitment, retention and career development strategies including the <i>APS Employment and Capability Strategy for Aboriginal and Torres Strait Islander Employees</i> which target Indigenous people;</li> <li>iii. Improve the representation of Indigenous people across all classifications to facilitate an increase in Indigenous employment at higher levels throughout the APS over time.</li> </ul>	Commonwealth	ASAP and ongoing
<p>2. Queensland</p> <ul style="list-style-type: none"> <li>i. Incorporate either new, or strengthened existing, Indigenous employment and career development strategies into each Queensland Government agency's workforce plan;</li> <li>ii. Improve the representation of Indigenous people across all classifications to facilitate an increase in Indigenous employment at higher levels throughout the QPS over time;</li> <li>iii. Develop appropriate marketing promotional material including community based strategies.</li> </ul>	Queensland	ASAP and ongoing

**How will we know we have achieved the purpose (Performance Benchmarks):**

- Proportional Queensland Government target of 2.6% is achieved by 2013.
- Proportional Australian Government target of 2.6% in Queensland is achieved by 2013.
- Representation of Indigenous people across all classifications improves, including increases in Indigenous employment at higher levels through the Australian Public Service and the Queensland Public Service.

## Reporting

### What are we trying to do? (Purpose)

Meet reporting commitments under this Agreement including ensuring compliance with the requirements of Schedule C to the Intergovernmental Agreement on Federal Financial Relations.

What we will do (Strategies):	Who will do it? (Roles and Responsibilities)	How long will it take? (Timeframe)
<ol style="list-style-type: none"> <li>1. Monitor the overall implementation and report annually to COAG on the implementation of the NP;</li> <li>2. Together, Queensland and the Commonwealth will provide a detailed report biannually to the Commonwealth against the performance indicators and timelines relating to creating real sustainable employment in areas of government service delivery, strengthening current government procurement policies to maximise indigenous employment and Public Sector recruitment initiatives contained in this Bilateral Implementation Plan.</li> </ol>	<p>Commonwealth in consultation with Queensland</p> <p>Queensland in consultation with the Commonwealth</p>	<p>Annually</p> <p>Provided within one month of the end of the reporting period</p>

### How will we know we have achieved the purpose (Performance Benchmarks):

- Monitoring and reporting requirements as contained in the National Partnership Agreement and as set out in this Implementation Plan.
- Periodic review on basis of evidence and data reported.

Risk		
<b>What are we trying to do? (Purpose)</b>		
<ol style="list-style-type: none"> <li>1. Mitigate against failure to implement all elements of the Agreement due to red-tape issues or barriers, or lack of high level support.</li> <li>2. Ensure that progress can be measured and progress reported against the Agreement.</li> <li>3. Engage stakeholders to garner their support and commitment for the Indigenous economic participation strategies in the Plan;</li> <li>4. Mitigate the risk to continuity in Commonwealth, State Government and municipal services which have previously been supported by CDEP.</li> </ol>		
<b>What we will do (Strategies):</b>	<b>Who will do it? (Roles and Responsibilities)</b>	<b>How long will it take? (Timeframe)</b>
<ol style="list-style-type: none"> <li>1. Monitor and review the overall implementation of the Agreement;               <ol style="list-style-type: none"> <li>a. Establish a governance structure and reporting mechanism to monitor implementation.</li> </ol> </li> </ol>	Commonwealth and Queensland	3 monthly
<ol style="list-style-type: none"> <li>2. Develop and share an evidence base:               <ol style="list-style-type: none"> <li>a. Identify relevant data gaps and agree revised measurement approaches;</li> <li>b. Design mechanisms and tools for collecting and sharing best practice and improvement strategies;</li> <li>c. Participate in National Clearinghouse collections of evidence to inform policy for Indigenous Australians.</li> </ol> </li> </ol>	Commonwealth and Queensland	Ongoing
<ol style="list-style-type: none"> <li>3. Identify the stakeholders and develop a stakeholder communication and marketing strategy that includes Indigenous engagement and which garners and holds support and commitment.</li> </ol>	Commonwealth and Queensland and community	30 September 2009
<ol style="list-style-type: none"> <li>a. Ensure ongoing Commonwealth Government service delivery in areas where CDEP positions have been converted.</li> <li>b. Ensure ongoing Queensland Government service delivery in areas where CDEP positions have been converted.</li> <li>c. Implement a proactive strategic framework with Indigenous Councils, including increased grant funding, improved efficiencies and increased own source revenue to mitigate the risk of inadequate service delivery and to progressively eliminate any 'service funding gap'.</li> </ol>	Commonwealth  Queensland  Queensland	2009-2013  2009-2013  2009-2013

**How will we know we have achieved the purpose (Performance Benchmarks):**

- Governance structure established and meets regularly to oversee implementation.
- Data and Information systems effectively support reporting requirements; and evidence base is used to monitor progress and identify best practice.
- Recommendations of any performance reviews are implemented where appropriate.
- Stakeholder engagement strategy is developed, implemented and evaluated.
- Proactive strategic framework with Indigenous Councils implemented resulting in improved efficiencies.